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**HEARINGS**  
**BEFORE**  
**COMMITTEE ON NAVAL AFFAIRS OF THE**  
**HOUSE OF REPRESENTATIVES**  
**ON**  
**ESTIMATES SUBMITTED BY THE**  
**SECRETARY OF THE NAVY**  
**1920**

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**SIXTY-SIXTH CONGRESS**

**COMMITTEE ON NAVAL AFFAIRS.**

**THOMAS S. BUTLER, Pennsylvania, Chairman.**

**FRED A. BRITTEN, Illinois.**  
**PATRICK H. KELLEY, Michigan.**  
**HENRY E. MUDD, Maryland.**  
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**WILLIAM KETNER, California.**  
**WILLIAM A. AYRES, Kansas.**  
**SAMUEL J. NICHOLLS, South Carolina.**

**WILLIAM M. COFFIN, Clerk.**

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**IN TWO VOLUMES**

**VOL. 2**

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**WASHINGTON**  
**GOVERNMENT PRINTING OFFICE**

**1920**



# HEARINGS

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**NAVAL APPROPRIATION BILL.**

**MARINE CORPS.  
VOCATIONAL SCHOOLS, QUANTICO, VA.)**

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Thursday, February 26, 1920.**

**AFTER RECESS.**

**SEN. ex. MAJ. GEN. JOHN A. LEJEUNE, United States Marine Corps.**

Committee reconvened, pursuant to the taking of recess, at 4:15 P. M.

CHIEFMAN. I asked Gen. Lejeune to come over this afternoon, and hear him after we have heard the Secretary of the Navy.

CHIEFMAN. The Secretary of the Navy said he might be a few days.

CHIEFMAN. To-morrow we expect to take up the Marine Corps bill and the policies, and we may ask you to speak about it after we get through. This afternoon, however, we take up another matter. Gen. Lejeune is the commanding officer at Quantico. It has been told to some of us they have, at the suggestion of the Secretary of the Navy, with his approval, initiated a system at Quantico classes for vocational training for Marines. It has been told, further, this has been done with the approval of the commandant of the Marine Corps and I am sure all of us, if Gen. Lejeune will begin by telling us what they have done at Quantico in this system, what they propose to do; what the results have been, as far as they go, and what you see in the future for this system. Gen. Barnett may, at such time as he sees fit, will or he may at times want to interject some statement as the commanding officer in charge of the post and we ask you to speak first.

CHIEFMAN. Last October I was ordered down to Quantico to take command. There went along with me at the same time Gen. Barnett. We had both recently arrived in the United States. His duty was eventually to take command of the Marine brigade, which the plans of the department contemplated assembling at Quantico. The force of men there was so small that there was, of course, no expeditionary force. I detailed him as chief of staff of the post. Since then we have worked together and everything that has been accomplished and everything we hope to do has been arrived at in harmony between Gen. Butler and myself. We have

CHIEFMAN.

We found, when we got to Quantico, a perfectly natural situation a situation which we expected to find. During the war, Quantico had been a very busy place. A great many of you gentlemen, in fact, most of you, had been down there during the war and had seen the thousands of men engaged in training themselves and preparing themselves for service overseas. The Sixth Marines, part of the Fifth Marines, the Sixth Machine-Gun Battalion, the Eleventh and Thirteenth Regiments, and 12 replacement battalions passed through Quantico, and the place reverberated, as it were, with the beat of the feet of marching men night and day working to fit themselves for the great adventure overseas. But the war was over and these men had come back and had been demobilized and we had left a greatly reduced force, consisting of men, most of them, enlisted before the war, and there was quite a large number of officers, and it was perfectly natural the men and officers at that time should be more or less discouraged and downhearted. It is a condition that existed throughout the military service.

So Gen. Butler and I, as soon as we saw the situation, which was immediately, began to consider the question of what to do to maintain and build up again a high morale and esprit among the men and officers. In our service overseas we had observed the tremendous educational program carried out after the armistice was signed. This was done after the fullest consideration and in order to prevent the deterioration of the morale and physique of our great armies. History is full of instances of great armies going to pieces under similar conditions. We had, in the Second Division, to speak of my own knowledge, a system of schools; we had a complete automobile school of 800 students. It was a perfectly splendid school. That was under the supervision of men skilled in that kind of work. We had all kinds of technical schools and we had a college with 2,000 students.

Mr. KELLEY. You are speaking of overseas now?

Gen. LEJEUNE. I am speaking of overseas. That is where we got the idea. Gen. Butler was in France where they had 33,000 in the school at Beaume, that was organized after the war. So we soon came to the conclusion the best thing we could do to build up the morale of these men and to maintain it was to give them a chance to go to school, not making it compulsory but voluntary. All of us who have been in the service for a great many years know that in time of peace you can not drill men all day long; they become stale, and get tired. Two or three hours a day, after they have had their first few months' intensive training after their enlistment, is all a man will take and still keep up his interest. So that has left in the day's work of the men a great deal of time for idleness, and the old saying that the devil finds a great deal of mischief for idle hands to do is as true now as it has ever been.

The wisest thing to do is to put them to work, and to work efficiently it must be useful work. And so we divide the day up into two periods. In the forenoon they devote themselves to military training, military instruction and the ordinary post duties, and in the afternoon, for all the men who desire, to go to school and devote themselves to a vocational education. The evening is given up to study and entertainment. We have a nightly entertainment and on certain nights in the week special features.

As this idea went on, it grew (all those things always grow) until finally, as Quantico is a quiet place and we had a good deal of time to think and dream, we had a vision of what a military organization could be made, where every man who came into the service could have an opportunity to obtain an education.

We thought we would be able, also, in doing this, to solve the problem of obtaining enlistments of the ambitious fine young men of the country whose parents are not able to give them the benefits of the education they want them to have. So that our ideas grew from time to time and we had the thought (this is one of the dreams I am telling you about now) that the man would come in and enlist for the purpose of training himself to serve his country, being in readiness, after he left the service to continue to serve his country and, at the same time, would have an opportunity to educate himself; the Government giving him his food, clothing, quarters, pay and education and he, in turn, giving himself whole heartedly to the service of his country for the period of his enlistment, and then, when he left the service, he would be a better man physically, morally, and mentally than when he came in, better fitted to grapple with the problems of life, a better citizen, a better son, husband, and father.

But a dream is not worth very much unless you get busy on it and try to make it practical. So we began, in December, a propaganda with literature and in every way; we began to talk to the men to try to enlist their interest, and we kept this up during December when enrollments began in those schools. Of course all these things, like everything else in the beginning, are more or less chaotic. It is necessary to systematize and to organize. Our plan provided for the schools beginning on January 5, and they did begin with a large enrollment, and then there came up the question of books and establishing a curriculum and getting instructors and getting everybody full of the idea that we were really establishing a practical school of a great many different courses.

About this time there was ordered to Quantico Lieut. Col. Harlee, a very able and energetic man, and we detailed him to take charge of our schools. In talking about this question of a curriculum, the idea was advanced that probably we ought to take something already established, something already in working order, something that had already achieved great results. So, naturally, we turned to the International Correspondence School at Scranton, Pa., which has millions of graduates in the United States and over 200,000 students at the present time. We knew about this because many of the enlisted men had taken the courses, and each one of us knew about this, so we sent two of our staff up to Scranton to confer with Mr. Lawrence and Mr. Weeks, who are at the head of that school. They offered to cooperate in every possible way and they supplied us with pamphlets, examination papers, their entire teaching system, and pamphlets of instruction for teachers, so that we have gotten those pamphlets and furnished them to the men, and our courses are on the general lines of that correspondence school.

In addition we have practical work in the shops under the supervision of the officers and men—our instructors. So that the conditions now are that we have a staff of instructors of 15 officers and about an equal number of men, who are assistant instructors, and we have an enrollment of about 60 per cent of the men actually available

to take the courses in the afternoon, and we have arranged to give men individual instruction at night. We have combined night individual instruction with the daylight school. We have instructors on duty at all hours of the day from 8 o'clock in the morning until 10 o'clock at night, and the men can go there with their problems for explanation and assistance by the instructors. So that if a man's duties prevent him from attending the classes, he can still go on with the correspondence school, and he can go to the instructors for advice. He is considered to be qualified if he passes the examinations. We have the same system of examinations and the same system of markings as the International Correspondence School, and they have promised us that if our school comes up to their standard they will issue diplomas to the graduates of our school, the same diploma that they have for their own school, which, as all of you gentlemen probably know, is a pretty good recommendation and gets for a man a good position from most of the large employers of labor.

Mr. BRITTEN. What percentage of your men take advantage or have taken advantage of your school?

Gen. LEJEUNE. About 60 per cent of those available. There are some men who can not go and some men we have not bothered with, whose enlistments are about to expire, and then there are a number of men in aviation we have not tried to reach.

Mr. BRITTEN. Does that amount to more than 50 per cent of your entire enlisted force?

Gen. LEJEUNE. No.

Mr. BRITTEN. What percentage is it of the total enlisted force?

Gen. LEJEUNE. At Quantico?

Mr. BRITTEN. Yes.

Gen. LEJEUNE. About 50 per cent, exclusive of the aviators, sick men, men on detached service, etc.

The CHAIRMAN. Proceed with your statement, please, and we will ask you some questions when you have concluded.

Gen. LEJEUNE. As I stated a while ago, I believe if this system is thoroughly inaugurated and introduced throughout the service and becomes an assured fact, so that the men who have actually completed this course have gone out and gotten employment thereby, that this thing will be so advertised throughout the country it will greatly relieve the present difficulty of getting recruits. I believe a great many men will enlist for the opportunity to better themselves mentally and professionally while they are in the service.

I am also certain of another thing, and that is this, that the number of desertions and the number of offenses will be greatly diminished and the contentment and the efficiency of the service will be vastly increased, and the Marine Corps will be popularized with the American people, because they will feel we are trying to do our best for the young men who come from the homes of the people of the United States to serve the country in the military service.

That is about where we are now on the vocational school. We have a prosperous school and the men show great interest. I have been around watching them in their classes and talking to them and have made addresses. The finest thing about it is the attitude of the instructors—these men who are willing, in addition to their other work, to give the afternoon and part of the night to instruction in these schools.

Mr. PETERS. What are you teaching the men?

Gen. LEJEUNE. We have about 20 courses. We have a complete automobile course. That is a theoretical course and a practical course. We have about 75 men enrolled in that course. Then we have a building for men's course which is carpenter and concrete work. We have what we call a live-stock course, which is the care and upbringing of stock, and we have a course, which has become a very popular course, in stenography and typewriting and we have an officer who is a very good stenographer who teaches shorthand and another who teaches typewriting.

Mr. PETERS. It is all vocational?

Gen. LEJEUNE. You may call it vocational, but we have an academic course. We have a course in English. We have men down here who can scarcely read and write and we are giving them instruction in the rudiments, and then we have advanced English and lower mathematics and higher mathematics. And the draftsmen's course is getting to be a very popular one. The men want to learn; there is no question about that.

Mr. PETERS. You give a good common-school education if they have not that already?

Gen. LEJEUNE. We are going to try to have a grammar school and high school and a technical institute education. We do not propose to make lawyers and doctors and preachers out of the men.

The CHAIRMAN. What effect has this had on the spirit of the men?

Gen. LEJEUNE. Unquestionably it has improved; there has been a great improvement in the spirit of the men. You can tell that by hearing them speak and looking in their faces. Every night we have a band concert, followed by half an hour of mass singing, and then an entertainment of some nature, usually moving pictures, sometimes a theatrical performance, and sometimes a dance. On Sunday night there is an address. When you hear the men sing, you can see the improvement, as well as by looking at their faces. I have always





Gen. LEJEUNE. Many officers have a sufficient education to take most of the positions as instructors, and the instructors are going to have understudies, officers who will be there to assist the other officers and develop as teachers.

The CHAIRMAN. In other words, you expect to develop officers through this school?

Gen. LEJEUNE. Yes, sir.

The CHAIRMAN. And later they will be commissioned in the Marine Corps and then they will be capable of teaching, and, at the same time, will have their military education?

Gen. LEJEUNE. Yes, sir. We have had to look out for the officers as well as the men; the officers were feeling downhearted, too, on account of the great let down from the excitement of war. We have had in the Marine Corps always a primary school, a second lieutenant's school, and formerly called the school of application where the officers when they first come in the service learn enough to serve as first and second lieutenants; that is, they learn the theoretical part of it. That school became an officers' training camp during the war where three months' training was given to young officers, and after the war the course was lengthened and a more thorough course of instruction given. I have recommended that all officers who joined the Marine Corps since August 1, 1907, be made eligible to go to that school, whether they are captains or first lieutenants, so as to get the groundwork of their profession.

A great many of us have had a desire for a long time to see a school established where officers will learn their duties as captains and field officers. Our officers have had to be self-educated. Few of us have had the opportunity of going to Fort Leavenworth or the Army War College or the Navy War College, and the average officers have had no opportunity to learn anything in regard to their higher duties except by studying themselves or what they learned from practical experience. So on my recommendation, that a Marine Corps infantry school be opened, there was appointed a staff last January, to work up a curriculum, and we have about 20 students from among the older officers. All are very much interested and we have a beginning of a very fine Marine officers' school. It is our aim for all of our officers to have as good opportunities to obtain a military education as the officers of the Navy and the Army. Education is absolutely essential; an educated officer makes for educated men and an ignorant officer makes for ignorant men.

The CHAIRMAN. About what time of day will the ordinary military duty of the officer cease?

Gen. LEJEUNE. You mean in the old-fashioned way?

The CHAIRMAN. Yes; the ordinary military duty.

Gen. LEJEUNE. Apart from the officers engaged in guard or administrative duties that have to be performed, there is very seldom very much to do in the afternoon. We tried to lengthen the day's work, to have some drills in the morning and in the afternoon, but a good many hours were not used up.

The CHAIRMAN. Does the officer teaching in these vocational schools have an opportunity to develop training by his command of men and the performance of ordinary military duty in the forenoon?

Gen. LEJEUNE. At the present time we are working those officers double time. They have their regular duty, except three or four of

them, and they have the schools in addition, and then they have to study in order to be good instructors. The time will come, as those schools grow, when we will have to have a teaching staff who do nothing else.

The CHAIRMAN. There is no extra compensation for those instructors?

Gen. LEJEUNE. None whatever.

The CHAIRMAN. What do you say as to whether or not this enthusiasm which is manifested on your part and on the part of other officers at Quantico might, after a bit, play out, whether it might abate?

Gen. LEJEUNE. Some of it will play out in some cases, and you will find men who have to be weeded out.

The CHAIRMAN. Is that not so now with all kinds of men and all kinds of people?

Gen. LEJEUNE. It depends on the men at the head of the job.

The CHAIRMAN. Some of them will work all day, and some half a day, if they have the chance; is not that true?

Gen. LEJEUNE. Yes, sir; it depends on the man at the head of the job. Some men have a faculty for keeping up interest, and others do not possess that faculty. One is a success and the other is a failure.

The CHAIRMAN. Have you any doubt but what you will always find available sufficient officers to teach these men at Quantico, in the manner in which you have indicated, directly from the Marine Corps?

Gen. LEJEUNE. Yes, sir. That is what we hope to do and what we expect to do. In other words, it would be a great advantage to them.

The CHAIRMAN. You have been a good long time in the service?

Gen. LEJEUNE. Thirty-six years.

The CHAIRMAN. And you are quite well acquainted with the personnel of the Marine Corps; you must be; and what is your judgment?

Gen. LEJEUNE. I have never seen a body of marines together but that when you wanted a man to fill a particular job you could find that man and several others besides, no matter what you wanted him for.

The CHAIRMAN. And after their time is up and it comes time for them to be transferred, you repeat again, you expect to obtain these instructors from the men you are teaching?

Gen. LEJEUNE. Yes, sir.

The CHAIRMAN. The next question I want to ask is, will they possess, with the instruction you give them down there, sufficient qualification or accomplishment to teach the next class?

Gen. LEJEUNE. There will be a few. We do not expect everybody to have these qualifications, but there will always be a few men. And then other men are coming in all the time, and new officers are coming in who have more or less qualification. We have made a card system and have carded all the qualifications of all the officers and all the men, and, for example, if we want to find a man who is a bricklayer, we can go and look up the cards and find a bricklayer, and we send for that man and find just what he knows about it and whether he is competent to teach bricklaying or not.

The CHAIRMAN. Gen. Lejeune, you know, of course, the Government pays for the service which they expect of these officers and





enlisted before the war, and then there are all the men we took after the war who enlisted for the duration of the war. Therefore, it is hardly a fair sample to take the number of discharges we are having to-day as to what we will have when you take the three years together, because all the war-time men are going out.

Mr. BRITTEN. You will have to enlist a great deal faster than 1,200 a month to make up this authorized strength within a reasonable period?

Gen. BARNETT. No; because 1,200 a month would give us the full enlisted strength inside of a year.

Mr. BRITTEN. That is exclusive of discharges, of course?

Gen. BARNETT. That is what I say. We have the four year men who came before the war, and we have the men who came in for the duration of the war and a great many of them have gone now.

Mr. BRITTEN. Can you give approximately how many are going out now?

Gen. BARNETT. I have furnished an estimate. What I wish to bring to the attention of the committee, however, is this, that on this question of reducing the time of enlistment Gen. Lejeune and I are absolutely in full accord.

The CHAIRMAN. I will tell you what I had in mind. that there might be authority given to the commandant of the Marine Corps to discharge a man before the expiration of his service, upon the judgment of the commandant that this man had completed his military course or had sufficient military training to serve the Government, and, should an opportunity come to him in civil life, that he might be discharged in a year or a year and a half or two years.

Gen. BARNETT. I do not think so.

Mr. BRITTEN. You do not think he ought to go in the reserve class?

The CHAIRMAN. I expected him to go into the reserve class and to stay in the reserve class until he became 35 years of age.

Mr. OLIVER. The idea being this, that if the Marine Corps could give probably the same efficiency it would be an inducement for the young men to apply themselves to this course, since people, from time to time, in the business world, would be demanding from the Marine Corps the efficient men?

The CHAIRMAN. That is exactly the thought I had.

Gen. LEJEUNE. When we are filled up and other men want to get in, we can let some go.

Mr. OLIVER. I think the chairman's idea was to stimulate enlistments, if they knew generally, on the part of the public, they wanted men who had the stamp of your approval, that it would be a great inducement for the young men to enlist.

Gen. BARNETT. It would be an ideal condition, leaving out one thing, and that is the expense.

The CHAIRMAN. If any gentleman has any questions to ask Gen. Lejeune, I do not want to do all the questioning myself.

Gen. LEJEUNE. If you will just permit me to say this one thing: These men to whom we are giving the technical education will not only be better fitted for life outside of the Marine Corps, but they will be better fitted for service in the Marine Corps. We need a large number of technical men. We have to have men who know how to overhaul automobiles, tractors, guns, and we have to have men who know something about engineering and how to send radio

AMERICAN PEOPLE.

**AIRMAN.** Have you discovered any marine who had applied for discharge and afterwards withdrawn his application for it?

**LEJEUNE.** We had quite a number of duration-of-war men eligible for discharge, who extended their enlistments for so as to have the opportunity to take this training; and a good many of others—I get this information largely from Chaplain Niver. And right here, I want to say a few words about Chaplain Niver. Chaplain Niver came to Quantico in June, 1917. He is a man from Baltimore, and he has been constantly on duty in Quantico since that time. His life has been an inspiration to everybody who has come in contact with him, and I know of no single man in the Army, the Navy, or the Marine Corps who is nearer and closer to the enlisted man and to the officers, too, than Chaplain Niver. And I wish this committee could find some way of doing something for Chaplain Niver. He belongs to the Naval Reserve. He is too old to get a regular commission in the Chaplain's Corps of the Navy. I do not know how Gen. Barnett feels about it (I have spoken to him about it), but I would like to see him made a Marine Corps chaplain with his present rank and remain at Quantico.

**GEN. BARNETT.** May I add that I think he is one of the very finest men I have ever known in my whole life and far and away the best chaplain I have ever seen in 43 years of service.

**THE CHAIRMAN.** I know about this chaplain. Tell me what the chaplain thinks of this training.

**CHAPLAIN NIVER.** He is enthusiastically in favor of it. He is one of the best men who Gen. Butler and I conferred with before we decided to do it at Quantico. He is most enthusiastically in favor of it and he is certain it will attract a class of men into the Marine Corps that no other inducement would attract—not the class who enlist for the sake of adventure or the desire to see the world, as we see on these ships that are put around—but men who come in with a strong

repair our trucks, that place has been made, at our own suggestion and request, a repair shop, where we are overhauling and putting into condition for service a lot of old trucks sent to us for that purpose, and they are then sent down to Santo Domingo, Haiti, Cuba, and elsewhere for use in the field practically rebuilt, and these men are doing useful work in addition to going to school.

Mr. PETERS. Have you plenty of lathes and tools?

Gen. LEJEUNE. Yes, we have, and we expect to be putting them in all the time. We have a very fine machine shop.

Right in line with that, our policy has been down there—the post is small and not many men, and we are spending a good deal of money and so we have started out with a practical policy of reducing expenditures wherever it possibly could be done and also the policy of economy in men, not using men unnecessarily, or for unnecessary purposes. We have thought about this subject a great deal, so that some time ago we pooled all of our transportation. Nobody has a Government automobile, nobody has a truck, no organization has a special truck. Before, the bakery had a truck, the post exchange had a truck, the reclamation service had a truck, and automobiles were assigned to different people. They have all been pooled. Those trucks would be used probably two hours a day for legitimate official business and a man assigned to each truck. So that we pooled them all and we get along with probably half as many chauffeurs and the gasoline bill has been very materially reduced by pooling the transportation; because if you have a chauffeur on an automobile or a truck, he is going to run it. Everybody knows that. He will ride to dinner if he can not do anything better.

Mr. BRITTEN. In other words, you are running a jitney service?

Gen. LEJEUNE. We are running a jitney service, and we have regular scheduled trips. When ladies come there to see their sons in the hospital, we give them transportation to the hospital and we bring them back to the hostess house, where we have a very fine cafeteria, so that they can get three meals a day. And then we have followed the practice of sending the men who are sick around in the automobiles for an airing and back again to the hospital, and sending them over to the entertainments in the evening and also taking the people on the post back and forth.

Mr. BRITTEN. I think that is an excellent service. I have seen it employed in a number of great manufacturing establishments in the Central West, and I do not know why it should not be adopted in all of the big navy yards and stations where there are more than two or three passenger and freight machines in operation.

Gen. LEJEUNE. We have also reduced the number of machines that are operated.

Mr. BRITTEN. Pooling all the machines and requiring requests for certain types of machines. It furnishes a specific truck only for a certain number of minutes or hours to do certain things, and the machine has to report back to its stand at a certain time; otherwise a checker is sent out and it is brought in. The same thing applies to the passenger service. It is a great conservator of time, money, automobiles, and gas.

Gen. LEJEUNE. And we have our guards hold these fellows up and make them show what they are doing and inspect the trucks to see whether they are carrying around only a box of cigars or other

small package. I have seen a big 24-ton truck going around with a little package this big [indicating a small package]. Now they have to have a load.

Mr. PETERS. Are you going to have any further or additional mechanical equipment?

Gen. LEJEUNE. We hope to have, yes, sir. As the numbers increase, we will have to enlarge; we will have to have larger school rooms and a larger plant. If this thing goes on we will have to have the facilities to carry it out.

Mr. PETERS. What has the equipment cost so far?

Gen. LEJEUNE. We have not bought anything for the school yet except the pamphlets, about \$1,000 worth of books.

Mr. BRITTEN. You will not have to buy any mechanical equipment, will you?

Gen. LEJEUNE. We will have to enlarge our machine shops.

Mr. BRITTEN. The Navy has a lot of machinery scattered all around now.

Gen. LEJEUNE. I think we will be able to get a great deal of it at very small expense, particularly as we are going to use all these machine shops to do practical work. Our carpenters' class, our foreman builders' class as we call it, is engaged in converting a house as an experiment. (It is an empty, vacant building, one of the temporary buildings, put up for the use of command during the war) into two sets of officers' quarters. They are doing that for instruction. The school master has these men there and is teaching them how to use all the different tools and how to do this work.

I recently made a recommendation to the commandant of the Marine Corps (which has been submitted to the Secretary of the Navy, I think, yesterday) to allow us to convert a number of these buildings into temporary officers' quarters. The buildings are temporary, and when converted they will be exceedingly plain and simple quarters.

Mr. BRITTEN. You mean a barracks?

Gen. LEJEUNE. Yes, a separate building, a two-story building, which will be converted into two flats, an apartment on the lower floor and an apartment on the second floor. About all they are doing is to put in the partitions, using the old stoves to heat the building, and using the kitchen range, originally used in this building, to cook on and simply putting in the bathrooms; that is the principal thing, and some furniture. All of our officers, with the exception of a few, are scattered from Fredericksburg to Washington. Some of them are living in shacks in Quantico. Men have to travel back and forth to commute; they are not there and are not in touch with the men, and it is a very expensive proposition to pay commutation of quarters. According to our estimates for converting these quarters, the whole expense will be paid for in less than a year and a half by the saving of commutation of quarters.

In addition to that, we want and have asked authority to convert some of those buildings into quarters for married noncommissioned officers. You gentlemen do not know the conditions surrounding some of those men. Some of them are married and have children and they are just about living and that is all. I found a quartermaster sergeant with a wife and little baby out in the woods living in a tent, the baby just born. The baby died, and they really were



Mr. PETERS. Are there many men there who do not take the courses and have nothing else to do?

Gen. LEJEUNE. There are a few, and we are turning them out to do police work in the afternoon. We have not made any great effort beyond the general propaganda to get men to enroll. But beginning with next week, we are going around to find out from each man who has not enrolled, why he has not enrolled, simply for our own information, without any idea of coercion. We want to know why he has not enrolled and to find out his reasons and then to try to fix things so that he will want to enroll. He probably is from Missouri and wants to be shown and is waiting to see how things turn out. He does not want to bind himself to something and have to give it up.

Gen. BARNETT. Another thing, if I send an order to Gen. Lejeune to transfer 10 men to any place in the world, Gen. Lejeune would naturally take those men.

Gen. LEJEUNE. Men not at school. Then, of course, we have a class of men who are sick in the hospital and who, of course, can not go to school. Then there is always a certain number of men who do not care to go to school and who enlist to keep from going to school. Those men enlist for the spirit of adventure and to see the world.

Mr. PADGETT. You have a flying corps there?

Gen. LEJEUNE. We have a flying station at Reed, right near Quantico, and they are busily engaged now in putting up buildings, building walks and roads, learning the flying game, and erecting their shops, and they have about all they can do and we have not been able to draw on them.

Mr. PADGETT. All of them who would like to go through school have gone through the course at the Great Lakes?

Gen. LEJEUNE. We have 300 men from that detachment now in Chicago taking a course of instruction at the mechanics school on the Great Lakes.

Mr. KELLEY. Is there anything you want Congress to do for this school?

Gen. LEJEUNE. No, sir; except we would like to have 27,400 men and a proper proportion of officers.

Mr. PETERS. In what mechanical lines do you give instruction besides automobile?

Gen. LEJEUNE. We have a carpenters' and concrete workers' class. We have a very fine shoe shop down there; we have one of the best shoemakers I ever saw, formerly in one of the departments of the W. L. Douglas Shoe Co., in Massachusetts. He has taken charge of a class and is doing splendid work (incidentally we are able to build a pair of boots at about one-third of what they cost outside); and we have an electrical engineering class, a plumbers' class, and any four men can come up and ask us, and we will start a class for them.

Mr. PETERS. If any men desire a particular line of instruction you are willing to furnish it?

Gen. LEJEUNE. Yes. The two largest classes are the automobile class and the business class—bookkeeping, stenography, and type-writing.

Mr. PETERS. You have not limited the scope of their instruction?

Gen. LEJEUNE. You mean the number of classes we have?



LEJEUNE. There is no reason why it could not be established

ADGETT. That is a training station?

LEJEUNE. Not for recruits. Our recruiting depot on the west at Mare Island, where the recruit goes when he first enlists remains until he goes to an advanced training station like

o.  
ADGETT. You do not intend to maintain the two?

BARNETT. We have nothing at San Diego yet.

ADGETT. But when it is completed, you won't have one at land?

BARNETT. It will probably be at San Diego for the west

ADGETT. Then you will have a field for this work at San

BARNETT. Yes.

ADGETT. When you get San Diego operating?

BARNETT. Certainly.

BITTEN. That revives the question of a few moments ago, I certainly will not have 8,000 men at Quantico after your at San Diego has been completed, will you—and if so how you exact to have out there?

BARNETT. We are building a barracks for 1,700 out there.

HAIRMAN. Gov. Kelley asked a very significant question and answered it. See if I understand it. The question is this: could you like Congress to do, if anything, to assist you in developing this school and testing it out, and your answer being at this time.

LEJEUNE. Except the men to try it out on.

LIVER. What is the capacity of Quantico at the present

LEJEUNE. We could quarter 10,000 men there.

LIVER. You already have sufficient buildings to accommodate number?



The CHAIRMAN. We may, perhaps, before the hearing is concluded, want to ask Gen. Lejeune some other questions touching these schools. The Secretary of the Navy is here to-day, and, of course, has a great deal to do. Gen. Barnett will speak later. We will ask the Secretary of the Navy to give us his views upon this training which Gen. Lejeune has spoken of. We understand the Secretary of the Navy is the pioneer in this movement.

**Statement of Hon. JOSEPHUS DANIELS, Secretary of the Navy.**

Secretary DANIELS. Mr. Chairman, I have been very much interested, as you have been, in the very illuminating statement of Gen. Lejeune. I think we all agree that in America that the more a man knows the more efficient he is. And the old idea of a soldier confining himself to military duties has passed, and he must show initiative and resource, and be ambitious to qualify himself for more than the ordinary service, to measure up to the present-day duties and responsibilities of a marine, a sailor, and a soldier.

You remember years ago we discussed this matter before this committee of educating the sailors at large. And after it had been put in operation on the ships I chanced to read, in the Congressional Record of a few years after the Civil War, a speech by Charles Sumner, in which he advocated a new departure in military training. He introduced into the Senate a resolution or a bill—I have forgotten which—in which he pointed out that now the war was over, the worst possible thing that could happen would be to put men in the military service with a lack of ambition to learn, and particularly those who were in the Western camps and forts; that they would have a certain amount of military duty in the day, and the balance of the day nothing to do. And he advocated a system of education, requiring every soldier to spend a certain part of the day, if he was not educated, in a short course in the fundamentals of education, and he should be required to take it, and then opportunity should be given him to enlarge his education.

In that connection, he presented a letter from Gen. Lew Wallace, who had won great reputation as a soldier and later added to it as an author, pointing out that his experience in the Army was that men ought to be occupied and that, if they could open the Army as a school, they would attract a fine class of young men who would not only serve the country as soldiers but who would be so trained that, when they went out of the service, they would be efficient citizens and men who could take any line of occupation and earn better wages or serve their country better.

No action was taken, but I thought it was a very fine vision. And I think at Quantico, Gen. Lejeune and Gen. Butler and Lieut. Craig and Col. Harlee and the gentlemen who are in charge of this school have set in motion a new agency that, as soon as the conditions are normal, will attract to the Marine Corps the very kind of men who will make the best Marines. Of course, we understand now the conditions are far from normal. To use an expression that came to us in the war, the young men of the country are fed up on military. When the war was over, having done a great job in a great way, they wished to return to civil life, and it has not been easy to secure, even in the Marine Corps, or on the ships, or in the Army, enough men to meet all the needs of either service; but as soon as











nity to do so, I am,  
respectfully, yours,

S. D. BUTLER.

GENERAL AND EDUCATIONAL SCHOOLS AT MARINE BARRACKS, QUANTICO, VA.

[By Col. Harlee.]

Schools opened on January 5 with an enrollment of about 200. Before the week over 400 of the 600 men present at Quantico were enrolled and in at the schools.

Regular military training occupies and is completed in the forenoon, and the forenoon is available to those who wish to attend the schools.

Men enrolled in the schools are exempt from other duties during the hours of instruction. The guard and other military duties are arranged to interfere as little as possible with opportunities for men to enroll in the schools. The guard duty, for which is performed by men with not sufficient time before their discharge to undertake a course.

Enrollment in the schools is entirely voluntary. To enroll in any course a man must undertake 15 hours of study or practical application, arranged in 3 hours per week or five days per week.

Trade schools involving practical shop work are scheduled as 15-hour courses. One hour per day is class-room work and the remainder of the afternoon is shop work. Among the courses are the automobile (Motor Transport), electrical, mechanical and animal industry, concrete, brick and stone masonry, carpentry, tailoring and shoe and leather trade. Men taking these courses are precluded from taking academic courses, and already a demand has arisen for night schools or for using extra hours to accommodate men who wish to undertake the trade courses and also common-school subjects.

Trade courses require 10 hours per week or 2 hours per day—one classroom period and a short practical or demonstration period. Among these are the schools in band playing, forestry, cooking and baking, and drafting. Those taking these courses will take also one hour per day in any academic or any five hour per week course. The one hour per day or five hour per week courses now in operation are good courses consisting of elements of grammar, letter writing, capitalization, and punctuation. English composition, journalism, publicity, and press agency combined with current events, typewriting, shorthand (two courses—beginners and speed), singing, common-school arithmetic, elementary algebra, high-school arithmetic, mathematics, and Spanish.

Enrollment in other subjects will be given on application of six or more men. Thus a large range of elective courses is offered enabling men not only to learn a trade but also to obtain their general education.

















Gen. LEJEUNE. We have a few men who are learning that. We are going to have a fine course in that.

Mr. HICKS. Have you any course in electricity?

Gen. LEJEUNE. Yes. We have 21 in that. It is one of our largest courses.

Mr. HICKS. I was going to say that in the Navy it is about the largest course.

Gen. LEJEUNE. We have 21.

(Thereupon the committee adjourned until Friday, February 27, at 10.30 o'clock a. m.)

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MARINE BARRACKS,  
*Quantico, Va., Friday, March 5, 1920.*

Remarks made on the occasion of the visit of the Committee on Naval Affairs, House of Representatives, to Quantico:

**Remarks of HON. JOSEPHUS DANIELS, Secretary of the Navy.**

Secretary DANIELS. Mr. Chairman and gentlemen, in the concluding days of the war I had the pleasure one night of attending a patriotic dinner in Baltimore, and I undertook to tell some of the things which the men of the Navy and Marine Corps had done to win the Great War, the victory of which we were soon to celebrate. When I had finished I think most of the audience were sure the Marines had won the war, so much so that when Gen. Finney, the distinguished surgeon of Baltimore, who was a general in the Army, came to speak he referred to my tribute to the Marines and to the sailors, and said that as he listened he wondered how he ever happened to get into the Army, which seemed to have played so small a part in the victory, though he believed from the figures there were about 4,000,000 men in the Army and only 75,000 Marines and 500,000 sailors. He said that reminded him of an incident that happened when he was in France during the war. You know, he was one of the great surgeons, one of the great doctors who gave themselves to alleviating pain and giving inspiration not only to the men of our Army and the Marine Corps but to the men of the allied armies. He said that after every engagement the men who had been wounded were taken into the nearest hospital, whether British, French, or American, and after first aid had been given by the attending physician it was the habit of the American surgeons to visit the British and French hospitals to find any Americans who had been wounded, not only to cheer them by having one of their own countrymen there, but also to give them medical care and attention. He said he went into a French hospital and passed down the line of cots where most all of the wounded were Frenchmen. But he saw a young man, wounded, lying on a cot in the corner, looking very pale, and he walked up to the young man and touched him on the shoulder and asked, "Young man, aren't you an American?" And the young man answered, "No; I am a marine." [Laughter.]

That, I think, is the spirit that has made the Marine Corps the aristocrat of the military service. He feels that a marine is something more than an American; that he fights for humanity; that he is ready to fight and to fight with courage and chivalry in the Army

or Navy, with American troops or with French or British or Italian troops, or the troops of any country fighting for liberty.

It is a real delight for me to be here to-day and to have the honor of coming with the members of the Naval Affairs Committee—our bosses, young gentlemen, and we look up to them as “fathers in Israel,” and they also furnish us our meal ticket. We naturally give them deference because they are our superiors. But those of us who have been in touch with legislation concerning the marines and the Navy have learned that the members of the Naval Affairs Committee do not enter upon their services in any purely perfunctory way, but that they have taken an interest in strengthening the Navy and the Marine Corps because they believe in it; they study it: they know it; and they are really comrades and friends and elder brothers. Therefore we welcome them here as worthy to be enrolled in the corps. [Applause.]

I remember that during the first months I had the honor to be the Secretary of the Navy, the Secretary of War (then Judge Garrison), coming back from Panama after a brief visit of inspection at the canal, came into my office and said, in substance: “Daniels, I have learned something about what soldiers ought to do, and I want to tell you about it. Perhaps you already know it. I am just back from Panama and I found a young marine officer in Panama conducting a school there. He was teaching the marines in camp there Spanish and they were learning rapidly. It opened my eyes to what might be done, and I am going to advise Army officers to go down to Panama and learn from Gen. Smedley Butler how to teach men in the Army.” [Applause.]

From that time on I have kept in touch with the spirit of the Marine Corps—the spirit, gentlemen, that is essential if our military service is to attract and hold—and Chaplain Niver very truly emphasized the word “hold.” We have permitted too many men to go out of the Navy and Marine Corps because they did not see in it opportunities for advancement to which every American youth is entitled. The world is learning, I tell you, that military service which does not send men back into civilian life better trained, better educated, and better fitted, is a failure and will not attract the finest young men in America.

The school organized here is the very basis, the very bottom, the very foundation of Americanism. That is the word in America to-day—Americanism. We have had too much un-Americanism in military affairs. The gulf between officer and man has been too wide, it has been too fixed, and only very extraordinary men have been able to span that gulf. Here, to-day, we have an object lesson of what must come in the Navy, the Marine Corps, and the Army if our military establishment is to render the best service and be truly American. Here we have the Naval Affairs Committee, the general commandant of the Marine Corps, and other high officers of the corps, noncommissioned officers and men, sitting down at the same table as brothers and friends. (Applause.) When that is universal we shall have a spirit in our military service that will attract and hold the fittest young men in America, and we will not do it until that democratic spirit dominates and controls.

I had the pleasure a few days ago of being present at the Naval Affairs Committee hearing, when Gen. Lejeune was also present. Gen. Lejeune gave an illuminating statement of what was being done

















usually takes three or four or five years to get it going. A happy thought struck Gen. Lejeune and Gen. Butler, and the matter was taken up in connection with one of the great correspondence schools. There are among our men here a number of people who would pay from \$55 to \$150 to take these courses. The text books are based upon the idea that they are to be studied at home without the aid of a teacher; they are progressive, and if they are easy to learn and understand, they are consequently easy to teach. The problem is to get teachers. There is a difference between teaching men squads right and teaching mathematics. There is a difference between teaching a man arithmetic and teaching him to shoot on the rifle range. We have found a disposition on the part of the correspondence school people to turn over their entire resources to us. We spent almost a week going over the matter with them, and they are coming down here to help us; they are sending their people down here. These correspondence courses give us a standard routine, and unless you can reduce the thing to a formula it will not stand the test of our system of instruction. In schools in the past there have been no means of finding out whether the school is progressing or falling back, but under our system, when the examination papers come in, we can find out whether the school is dead or alive. We take young men who have never done any teaching, but if they have the necessary qualities and enthusiasm in the work we use them as teachers. I want to show you how practical it is to make a teacher out of an earnest, intelligent man. I was a school teacher once and nobody taught me. That is the way we get teachers; we get them from the common garden variety of folks.

Now, the first thing we do, the teacher takes a subject from the textbook. Next, they all have the textbooks, simple paper-bound textbooks, and each member of the class reads a paragraph, not in order, but here and there, and after reading of the paragraph there is a discussion, the teacher illustrating and amplifying the paragraph. Then any one of the class may ask questions. This process of reading is an educational process. Then the third step is a quiz, where every point is brought out by questions and answers. Every point, large and small, is brought out, and we teach people the right to ask questions. We ask questions which are necessary, crisp, short, definite, and precise. In the next stage the teacher takes the floor, stands up, using both hands, and talks to his pupils, and from parallel textbooks he then explains more about the work of the class. In the fifth stage of the training schedule we explain in detail the definite program of the shopwork for the day, and on that we base a lecture. Now, to use a slang word, we "can" a teacher who will not do that. We "can" a good many of them, and those young men you see here are the survivors. We "can" a captain without any hesitation if he can not do the work. Not only that, but we inspect the school every hour, and if the class is not attentive—you do not have to listen; you just look at their eyes—if a teacher can not hold a class he does not stay in the vocational school in that sort of work.

Now, we do this, unless a young man objects to it: We ask him first, "Do you want the fact of your enrollment made known to anyone? Do you want your next of kin or any prospective employer or anybody in the country notified of the fact that you are going to school here?" We have a little form letter—I am going to give you

a copy of it—and we send monthly reports to those who wish it as to its progress. We know we have got to make good, because if we do not somebody is going to tell about it, and it is going to come back on us. We know that you are going to be guided by public opinion at home; we want you to help us, and we know you can do it; we want this thing to be a success, and it is going to be so if you help us.

This afternoon we have no program for you at all. You will see us just jogging along in the usual way, just as we are accustomed to do every day.

There is just one other point in connection with the school. We can reach every point in the Marine Corps, if by no other method than the correspondence method, and we are doing it to-day in the case of men who have been transferred from here. It is exactly the same service that one of these great correspondence schools is giving to the people of this country and is charging from \$55 to \$150 for. We can do that or we can send out a corps of teachers, a young man like Lieut. Dale, with a couple of enlisted men, to establish a standard school at a certain place. In other words, we are equipped now and we can extend the scheme all over the country, wherever the Marine Corps is located, in a short time, a question of weeks, in those places that we can cover; for instance, on recruiting duty, where we have men on recruiting duty. We want to make the system universal, so that any man who wants to get an education can get it, no matter what duty he is on or where he is stationed.

Mr. PETERS. The center of your correspondence school system would be here at Quantico?

Col. HARLEE. Yes, sir.

Mr. PETERS. The same plan as the International Correspondence School?

Col. HARLEE. Yes, sir.





**NAVAL APPROPRIATION BILL.**

**MARINE CORPS.**

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**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Friday, February 27, 1920.**

Statements of—

**MAJ. GEN. GEORGE BARNETT**, Commandant, United States Marine Corps;

**MAJ. GEN. JOHN A. LEJEUNE**, Commandant Marine Base, Quantico, Va.;

**BRIG. GEN. GEORGE RICHARDS**, Paymaster; and

**BRIG. GEN. CHARLES L. McCAWLEY**, Quartermaster, United States Marine Corps.

(The committee met at 10.30 o'clock a. m. this day, Hon. Thomas S. Butler, chairman, presiding.)

The **CHAIRMAN**. Gen. Barnett, which point in this bill, applying to the Marine Corps, do you desire to consider first?

Gen. **BARNETT**. If it is agreeable to the committee, sir, I will read a statement and then be ready to answer any questions the committee may wish to ask.

The **CHAIRMAN**. We will be glad to hear it.

**Statement of Gen. BARNETT to the Committee on Naval Affairs.**

Gen. **BARNETT**. A draft of proposed new personnel legislation has been submitted to the department and forwarded by it to your committee, and if it pleases the committee I will take the items one by one, with my reasons for submitting the same.

**RECOMMENDATION CONCERNING INCREASE IN PERMANENT ENLISTED STRENGTH, WITH CORRESPONDING INCREASE IN COMMISSIONED STRENGTH.**

When I appeared before this committee about a year ago—to be exact, on December 19, 1918—I invited its attention to the necessity for legislation providing for a permanent increase in the commissioned and enlisted personnel of the Marine Corps, and my reasons for making the recommendation then are equally applicable now. If the Marine Corps is to carry out its mission as an integral part of the Navy, it should have enough officers and men, trained in their profession, to answer all calls of the Navy Department for detachments afloat, garrisons for navy yards, ammunition depots, foreign

possessions administered by the department, and for expeditionary and advanced-base forces, to be instantly available and of the highest efficiency. The efficiency of expeditionary organizations can best be obtained by training them for this duty as a brigade unit, and to do this an increase in the permanent strength of the Marine Corps is imperative. The act of July 11, 1919, temporarily increased the Marine Corps for the present fiscal year to 27,400 men, this being the number believed to be necessary for the purposes just mentioned, and I sincerely hope that not less than this number, plus 67, the strength of the Marine Band, will be the number established by Congress as the permanent strength of the Marine Corps. This is practically 20 per cent of the permanent strength of the Navy, plus 1,000 men for aviation purposes, and provides that the men shall be distributed in the various enlisted grades in the same proportion as is at present authorized by law, with the exception that certain new grades are proposed for aviation purposes.

#### NEW ENLISTED GRADES RECOMMENDED FOR AVIATION DUTIES.

I recommend that the authorized number of gunnery sergeants, sergeants, corporals, and privates, first class, include 108 aero sergeants; 114 aero mechanics, first class; 152 aero mechanics, second class; and 186 aero mechanics, third class; and that these grades be authorized and established. The men who will be given these ratings will be used exclusively in connection with aircraft, and I recommend that the rates of pay to be prescribed for these aviation grades, be the same as that given similar grades in the Navy, instead of the rates contained in the proposed bill. A memorandum showing the rating and pay of enlisted men performing this duty in the Navy and Marine Corps is attached. As the men who will be appointed to the proposed ratings are now being carried in the grades of gunnery sergeant, sergeant, corporal, and private, first class, the authorized numbers in these grades will be reduced accordingly.

#### RECOMMENDATION CONCERNING NEW GRADE OF COOK.

I have included in the draft of legislation a proviso that the grade of cook be established in the Marine Corps. Heretofore cooks in the Marine Corps have been detailed from the grade of private and private, first class, and have been paid additional compensation partly from allowances provided for in Marine Corps appropriations, and partly from company funds. By recent legislation enlisted men of the Marine Corps have been given the same ration allowances (in kind) as have been provided for enlisted men of the Navy, but under the Navy ration system the accumulation of company funds from ration savings is prohibited, and, therefore, the principal source of the revenue from which the company funds of the Marine Corps were derived has been abolished and the additional compensation which was paid to cooks from this fund has been cut off.

In the annual appropriation acts for the Marine Corps provision has always been made for paying to enlisted men detailed as cooks sums varying from \$5 to \$10 per month in addition to the pay of

their grade. These amounts have never proven sufficient to attract suitable men to perform the confining duties of a cook, who must necessarily put in on an average more hours per day than do enlisted men in any other grade in the service, consequently, it has been found necessary to give them a substantial additional monthly allowance from funds which, as has been above indicated, may no longer be so employed.

If the grade of cook is established, they will be paid the same pay as is now provided by law for cooks in the Army, with the additional compensation ranging from \$5 to \$10 per month.

#### RECOMMENDATION REGARDING THE ESTABLISHMENT OF POST AND REGIMENTAL BANDS.

It is proposed to establish certain post and regimental bands, and in order to provide the personnel for these bands, a certain number of noncommissioned officers are necessary, and as these noncommissioned officers can not well be taken from the line, it is proposed to reduce the number of privates, and to increase the authorized number of sergeants major, sergeants, and corporals, by 24, 44, and 72, respectively. Musicians for these bands can not be obtained if only given the pay of a private, and it is necessary that they be given the ratings mentioned above.

#### INCREASE IN NUMBER OF OFFICERS FOR AVIATION DUTY.

If the permanent enlisted strength is increased to 27,467, the authorized number of officers will, in accordance with the act of August 29, 1916, be proportionately increased, the actual figures being an increase from 693 officers as now allowed by law, to 1,096 officers, which is the number now temporarily allowed for this fiscal year, and the act of August 29, 1916, will also govern the number of officers in each grade. It is proposed to use 100 officers exclusively for aviation duties, and a careful survey of the duties required by the Marine Corps in times of peace, has convinced me that we can not afford to take 100 officers from the line for aviation purposes, without detracting from the efficiency of the corps as a whole. I, therefore, recommend that, in addition to the number of officers allowed on the enlisted strength, authority be granted to appoint 60 additional officers for aviation duty, 10 in the grade of captain, 20 in the grade of first lieutenant, and 30 in the grade of second lieutenant. These 60 officers, plus 40 officers, that we would automatically get by reason of the thousand additional men included in the 27,467, are deemed absolutely necessary to properly carry out our aviation activities.

#### TRANSFER OF TEMPORARY OFFICERS TO THE PERMANENT SERVICE.

In the event of the approval by Congress of the permanent increase in the enlisted personnel, with corresponding increase in the allowance of officers, a great many of the additional officers will be obtained from officers now serving in the corps temporarily and who rendered most excellent service in the commissioned grades during the war. A board of officers was recently convened at Marine



















Marbache Sector, St. Mihiel, Champagne, Meuse-Argonne, March to Army of Occupation in Germany.

Park was awarded the croix de guerre of France and the United States citation for distinguished service and exceptional gallantry. He was recommended to the commander in chief of the American Expeditionary Force for the distinguished service cross and to the Navy Department for

G. B.

inclosing memorandum showing the proposed stations of enlisted men and of officers for aviation duty, memorandum showing duties to be performed by the new enlisted grades requested for aviation purposes, and a memorandum showing the number of men that will have to be made in the various grades if the present temporary strength of the Marine Corps is reduced to the permanent legal allowance of 17,400. I also inclose tables showing the number of officers allowed in each grade on the present permanent strength of 17,400 enlisted men, the number allowed on the present temporary strength of 27,400 men, and the number which would be allowed on the proposed permanent strength of 27,467 men, plus 60 additional officers for aviation purposes.

In regard to the permanent increase of the Marine Corps, I desire to inform the committee that the complement of marines at all naval stations and on all ships is fixed by order of the Chief of Naval Operations and I wish to state most emphatically that the number asked for is the least that can at present efficiently carry out the duties of the Marine Corps by naval operations. Furthermore, this number has been recommended by the Secretary of the Navy in his annual report. The present actual enlisted strength of the Marine Corps is 15,389 men. This will be further reduced by about 1,200 men to be discharged, and this number is, of course, entirely adequate to carry out the duties required, particularly in that it is practicable under the present strength to furnish any reasonable number of men for expeditionary work and duty if call should come for them. In fact, we can not at present carry out all the orders of the Chief of Naval Operations in regard to furnishing marine elements, and the force now at all naval stations has been reduced to such an extent that all commandants have shown the necessity of

















































Then I figure out the pay of that number of officers. Then, figuring in the same way, the grades of the enlisted men are set out with their rates of pay; then we estimate what proportion are going to be serving abroad. I have just filed a complete table showing the calculations. I have so figured this pay under the assumption that the corps will be for the full fiscal year at a strength of 27,400, and this estimate, therefore, provides for the pay complete with all allowances. When it comes to refiguring on another strength, I would prefer to work it out again under this same plan. This information, as to the cost per 1,000 men, the committee has called for from time to time as a guide for them, but at the same time it is not a safe thing to use in figuring the appropriation, because if you reduce it just 1,000 men you might, as I say, not miss the mark far at 100 yards, but when you come to carry it further—and you would probably miss it very much more when you came to apply that multiple to a reduction of from 10,000 or 20,000 men.

Mr. KELLEY. This figure of \$604,207 is the pay for a thousand men and the officers who go with them?

Gen. RICHARDS. That is the pay for a thousand men and the officers who go with them.

Mr. KELLEY. And multiplying that by 27.6 you approximate this figure of \$19,320,560.28 that you ask for?

Gen. RICHARDS. No, sir. This bill calls for \$18,532,281.28, and the table just filed shows how it is arrived at.

Mr. PADGETT. That \$604,207 is arrived at, as I understand it, by dividing the \$19,320,560.28 by the 27,400. But if you take 17,400 of those, they cost more per thousand than the 10,000 between 17,400 and 27,400.

Gen. RICHARDS. They are older men, who have longevity pay to be considered.

Mr. PADGETT. Not only that, because in the 10,000 you do not have any brigadier generals or any colonels or any lieutenant colonels included; the officers for those 10,000 stop at major, so that that part went into the estimated cost of the 17,400, and it is taken out of the estimated cost of the 10,000 between 17,400 and 27,400.

Mr. KELLEY. They are entitled to a certain number of majors and brigadier generals.

Mr. PADGETT. No; they are entitled to so many generals, colonels, and lieutenant colonels based only upon 17,400.

Gen. BARNETT. That is not quite correct, because when the committee increased the corps to 30,000 temporarily they did not give us the full proportion in the higher grades in accordance with the provisions of the act of August 29, 1916, but they did give us some when they amended the act of May 22, 1917. I would not be willing, so far as I am concerned, to have the committee give us the additional 10,000 men and no officer above the rank of major. Therefore your statement that there would be nobody above the rank of major would not be quite correct.

Mr. PADGETT. The act of May 22, 1917, provided that the officers based upon the temporary increase should not be above the rank of major.

Gen. BARNETT. Yes, sir. Except that in the act of July 1, 1918, you went further than that and you fixed definitely the number of

lieutenant colonels, colonels, and brigadier generals. You fixed that later on.

Mr. PADGETT. In a later act?

Gen. BARNETT. Yes, sir; in the act of July 1, 1918, amending the previous act you fixed the number definitely. It was not the full number. You asked me if with the 75,500 men we needed the total number of brigadier generals, and as I remember it you fixed the additional number of colonels at 22.

Mr. PADGETT. I recall now that we did that by amending the first act.

Gen. BARNETT. It was not the full number. So it would be between what Gov. Kelley says and what you say.

Mr. PADGETT. There was a certain proportion of the number authorized temporarily, and it would not make a very large change.

Gen. BARNETT. It would be much better if Gen. Richards will give you a study compiled in exactly the same way he has compiled that for 27,400 for any number of men which you suggest.

Mr. BROWNING. I would like to have him do that as soon as possible.

Gen. BARNETT. He can compile that for you.

Gen. RICHARDS. I have filed with the committee the full details of the calculations for 27,400.

The CHAIRMAN. I would like to ask Gen. Barnett a question. We appropriated last year for 27,400 men?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. When, under the law, will you be compelled, without further legislation, to confine the enlisted force of the Marine Corps to the 17,400 men?

Gen. BARNETT. July 1, 1920. We have 15,403 now.

The CHAIRMAN. I am talking about the future.

Gen. BARNETT. I understood a long time ago from the Secretary of the Navy that this committee in the appropriation bill was going to add nothing in the line of personnel. But since that time there has been some bill prepared to provide legislation in the matter of personnel, and therefore I submitted to the Secretary a statement of what I would like to have on that bill.

The CHAIRMAN. Suppose we should appropriate for 27,400 men, or for 20,000, or for 17,400 men, will you have authority, under the law, to enlist them?

Gen. BARNETT. Not unless you fix the strength.

The CHAIRMAN. After the 30th of next June, unless we make some provision, Gen. Barnett will have no authority to enlist men beyond the regular force of the Marine Corps—17,400.

Gen. BARNETT. If you gentlemen have an idea one way or the other about that, there certainly is some means of getting what is in your mind before Congress, either on an appropriation bill or on a personnel bill.

The CHAIRMAN. Your authority to enlist above the regular number in the service will expire on the 30th day of next June?

Gen. BARNETT. Absolutely.

The CHAIRMAN. You must have legislative assistance to enable you to enlist above that number of men?

Gen. BARNETT. It will cut down the officers very materially. I have here a list which shows what will happen on that date.

Based on the present temporary enlisted strength of the Marine Corps, 27,400, as established by the act of July 11, 1919, all required demotions to lower grades have been made.

A reduction of the enlisted strength of 27,400 to its present permanent authorized strength of 17,400, will necessitate the revocation of all temporary commissions, and unless their continuation is authorized, will result as follows:

The demotion of 1 major general to brigadier general; the demotion of 2 brigadier generals to colonels; the demotion of 1 brigadier general to lieutenant colonel; the demotion of 14 colonels to lieutenant colonels; the demotion of 32 lieutenant colonels to majors; the demotion of 76 majors to captains; the demotion of 98 captains to first lieutenants; the discharge of 79 captains; the demotion of 10 first lieutenants to second lieutenants; the discharge of 139 first lieutenants; and the discharge of 233 second lieutenants.

Of the 451 temporary officers who would have to be discharged 87 would revert to permanent warrant rank while the remainder would revert to an enlisted or civil status.

The CHAIRMAN. In other words, we will go back to what was authorized before in the Marine Corps in peace times?

Gen. BARNETT. That is right.

The CHAIRMAN. And go back to peace conditions?

Gen. BARNETT. That is right.

Mr. BROWNING. Gen. Richards, you may proceed with your statement.

#### **Statement of BRIG. GEN RICHARDS.**

Gen. RICHARDS. There were some features of legislation that were proposed in a bill known as a personnel bill, and there are provisions in that bill which will bring about an increase in the amount estimated in draft No. 1 of the naval appropriation bill.

There is a proposed law for the restoration of the payment of six months' pay to the beneficiaries of officers and enlisted men. I would like to say that outside of that legislation a situation has arisen since these estimates were prepared, by reason of a decision rendered by the Treasury Department on January 31, 1920, which is to the effect that the present rates of pay of enlisted men are their permanent rates, and in consequence of that the foreign-service pay has to be computed upon that basis.

For instance, while the men were abroad there was \$15 provided as permanent pay, and then the war pay was given them, \$15 more, which made a total of \$30. Under the rules at that time the men were allowed 20 per cent increase for foreign-service pay, but that 20 per cent was figured only on the \$15, giving a man \$3 a month extra for foreign-service pay. Now, the Treasury Department has decided that a man's permanent pay is \$30 a month, and in consequence of that while serving abroad a man gets 20 per cent increase on the \$30—in other words, an increase in all of \$6 a month—and that will make it necessary to add \$360,000 in all to this item for the pay of enlisted men.

Mr. KELLEY. That is to cover their service while they were abroad?

Gen. RICHARDS. It is retroactive. That brings back to us one thing that Gen. Barnett was endeavoring to explain, and that is the need of an increase in the clerical establishment here right now. We have all

the tag ends of the war to clear up. It used to be that the claims of discharged men were all settled in the Treasury Department, but that is not done now. We are working to-day upon a corps of 80,000 men; we are working on accounts that have come in from those 80,000 men. We will settle a claim and it looks like a finished proposition. Then suddenly there is a new ruling made, and then thousands of additional claims come back to us.

Gen. BARNETT. If a bill were to pass increasing the bonus, that means that it would apply to every one of the 75,000 men.

Gen. RICHARDS. It is utterly immaterial whether the man who is going to settle the claim is a member of the corps or a civilian. We want a man who knows the job and who knows the service and who knows the rates of pay. We get that kind of man in a soldier. We bring that man to headquarters and he brings us a wealth of experience which he has learned outside, and he weaves that into the administration at headquarters. That has a tendency to improve the administration at headquarters and to keep headquarters in touch with conditions on the outside.

Mr. KELLEY. How near caught up are you on paying back claims?

Gen. RICHARDS. I have to-day in my office about 3,000 of the worst kind of claims; it is necessary to trace these accounts through the 360 different monthly accounts of 25 or 30 different paymasters in order to arrive at a solution of what is due. Heretofore the men were paid indiscriminately. A man might need money; he was in the hospital; we paid him. All of that has got to be collected. To-day on our adjustments we are about through the war service up to January 31 a year ago. We have reduced our clerical establishment while this was going on.

Mr. KELLEY. So that the men have all had their checks by this time?

Gen. RICHARDS. The \$60 bonus was all cleared up. Immediately after that bonus was paid there came in a new rule as to travel allowance, and that brought in a lot of new claims; and now there has come in the new ruling in regard to the foreign-service pay, which will necessitate resettlements of the very claims we have already disposed of. It seems to be unending.

Mr. KELLEY. When was that ruling made?

Gen. RICHARDS. That was on January 30 last.

Mr. KELLEY. So you have to go over the whole 75,000 names again?

Gen. RICHARDS. Yes. I have a report which I would like to file as a part of my hearing, which covers the clerical situation. It was made under date of December 22, 1919; the conditions are about the same to-day, with some exceptions.

(The report referred to is as follows:)

HEADQUARTERS UNITED STATES MARINE CORPS,  
PAYMASTER'S DEPARTMENT,  
Washington, D. C., December 22, 1919.

From: The Paymaster.

To: The Major General Commandant

Subject: Reduction of clerical personnel on duty in this office.

1 Pursuant to the major general commandant's oral instructions, there is submitted herein an outline of the work of this office, together with the necessary personnel to perform the same.

2. It can not be hoped that the work of this department ever again will be performed by clerks in proportion to strength of corps that existed prior to the war. Numerous causes have served to make this true. Many complications in the duties required of clerks have been introduced by war legislation and decisions upon such new questions as insurance, family allotments, Liberty loan and Victory loan allotments, handling of Government bonds, payment of hospital subsistence for officers, gratuities upon discharge and reenlistment, etc. A large part of the work of this office during the next two years will be based, not upon the current strength of the corps but upon its maximum war strength of 74,788 officers and men, all of whose accounts must be audited and adjusted and suitable records must be kept, as shown hereinafter in more detail. Some of the above-mentioned legislation may go out of existence when peace is proclaimed, but much of it will remain in effect permanently or for a period of years, and all of it will leave in its trail a mass of unfinished details that will require attention for years to come. Furthermore, this office has taken over from the office of the assistant paymaster, Marine Corps, New York, with a resulting reduction in the personnel there, all of the accounts of retired officers and enlisted men, aggregating about 400, and the accounts of approximately 6,000 reservists. All of these are paid regularly, in accordance with law and regulations. In addition to this, all Marine Corps allotments, which prior to the war were paid by the Navy allotment office, are now paid and the records are kept by an assistant paymaster of the Marine Corps, with a clerical section attached to this office. The service rendered by this group is more efficient and more satisfactory to members of the Marine Corps than was the case under the old system, payments to allottees being made promptly and accurately each month.

3. Thus it will be seen that the work of this office has been enormously increased, while the efficiency of the clerical force available has been greatly reduced by the separation from the service or promotion to commissions of our most experienced men. This fact requires the assignment of more personnel for the performance of each task than was necessary before the war.

4. There are on duty in the office of the paymaster at the present time, 122 enlisted clerks and messengers, 23 civilian clerks, and 10 enlisted men under instruction, distributed among the divisions thereof as follows: Executive group, 19; personnel and equipment group, 10; administrative group, 36; allotment group, 13; war-risk group, 27; disbursing group, 13; claims group, 22; overseas accounts group, 11; temporarily absent on duty with detachments of duration of war men returning from the West Indies, 4.

5. *Executive group.*—The duties of this group include a supervision, under the immediate direction of the paymaster, over the entire work of the paymaster's department at home and abroad; the examination of all new laws, decisions, regulations, and orders affecting pay, and the distribution to the department of information and instructions covering the same; rendering of office opinions upon questions submitted by subordinate offices and the service at large; appeals to the comptroller and administrative authorities; annual, deficiency, and other estimates for submission to congressional committees; annual and other routine reports; revision of manuals, orders, regulations, etc.; preparation of new forms and revision of old forms; deserters' roll, detailed statements pertaining to the same, and adjustment of items on administrative analyses and statements of differences connected therewith; examination of accounts and furnishing of information to the auditor and next of kin in the case of deceased marines; receipt and distribution of incoming mail and handling of outgoing mail for the entire office; keeping the records and files of the department; stenographic work of the paymaster, the executive, and administrative groups, etc. Two clerks from this group can be spared on the 31st instant; two on April 1, 1920; and one on June 30, 1920. The remainder should be retained permanently.

6. The personnel and equipment group is charged with the training of new men, the assignment of all enlisted personnel in the department; questions of promotions, reductions, leaves, furloughs, details, and transfers; handling of requisitions for supplies, funds, Liberty loan bonds, official bonds, blank forms, etc. This group includes one motor cycle and three other messengers for general duties, storeroom keeper, file clerk, stenographer, and the three pay-roll clerks who prepare pay rolls for the commandant's office force, and the adjutant and inspector's, paymaster's, and quartermaster's departments at headquarters. One clerk can be spared from this group on December 31, 1919, and one on April 1, 1920.

7. The administrative audit group is charged with the duty of auditing the accounts of all assistant paymasters, a requirement of law which is of great advantage to the service and to the Government, and is far behind in its work, being now in the midst of the examination of war-time disbursements. Accounts received by this group should be forwarded, as specified in regulations, to the Auditor for the Navy Department within 20 days of their receipt in this office. However, the following situation now exists: There are 315 disbursing officers' accounts in this office for audit, 270 of which are overdue for transmittal to the auditor. If the work of this group were up to date, it would now be engaged upon accounts for the month of October, 1919; as it is, overseas accounts have been audited only to include the month of December, 1918, and other accounts to include March, 1919. This work is highly technical and requires experts. As such men are difficult to find, progress is slow, and proportionately more personnel is employed than would otherwise be necessary. No clerks can be spared from this group without injury to the service before July 31, 1920, when it is expected the work will have been brought up to date, and it will be possible to release 15 clerks.

8. *Allotment group.*—The duties of this group consist principally of the following: Payment monthly by check to allottees of all voluntary allotments made by officers and enlisted men of the Marine Corps; regular pay to all retired officers and enlisted men; retainer pay to reserve officers and enlisted men; handling of Liberty bonds and all questions pertaining to same for the Marine Corps. There are approximately 400 retired accounts and 6,000 reservists' accounts assigned to this group. The following reductions can be made: One clerk on December 30, 1919; two clerks on January 31, 1920; two clerks on June 30, 1920. No further reductions will be practicable.

9. The war-risk group handles for the Marine Corps, war-risk allotments, classes A and B; insurance; court-martial checkages; deposits; audits all Marine Corps pay rolls with reference to the above; and keeps all records pertaining to same. Two clerks belonging to this group and stationed at the Bureau of War Risk Insurance handle at that end questions arising with reference to members of the Marine Corps and expedite action upon the settlement of claims forwarded there. One clerk can be spared from this group on December 31, 1919. After peace is proclaimed, if war-risk allotments are discontinued, one additional clerk can be spared on January 31, 1920; four on June 30, 1920; and two on August 31, 1920. Attention is invited to the fact that the auditing work of this group covering war-time accounts will continue at least six months after peace, and thereafter the audit and recording of insurance, courts-martial, and deposits will become the permanent work of this group. Consequently no further reduction will be practicable.

10. The disbursing group handles the accounts of all officers, enlisted men, and civilian clerks attached to Headquarters Marine Corps, Marine Barracks, Washington, D. C.; Marine Barracks, Navy Yard, Washington, D. C.; Marine Barracks, Annapolis, Md.; Naval Hospital, Washington, D. C.; marine detachment, Radio, Va.; marine detachment, St. Juliens Creek, Va.; and Marine Barracks, Navy Yard, Norfolk, Va. In addition to the above, this group settles numerous mileage, travel expense, and lost-property claims; also final settlements of men to be discharged. Two clerks can be spared from this group on December 31, 1919; one on February 29, 1920; and two on June 30, 1920.

11. *Claims group.*—The situation with reference to the work of this group is believed to have been sufficiently explained to the major general commandant. There are now on hand 3,157 claims, which include the most difficult ones that have been filed here. Sometimes it takes a clerk an entire day to trace one of these claims and prepare data to be used in replying to congressional and other inquiries received. Claims are now arriving at the rate of 450 per month, and settlements are being made at the rate of 800 per month. As approximately 100 additional claims, based on the comptroller's decision of September 22, 1919, authorizing travel allowance to enlisted men discharged while on indefinite furlough, are expected within the next six or eight months, it appears that the work of this group can not be completed with the present force before August 31, 1920, when it is hoped that the 22 clerks employed there can be released.

12. *Overseas accounts group.*—This group was organized during the month of September, 1919, primarily for the purpose of adjusting items appearing in administrative analyses of accounts and the auditor's statements of differences in the accounts of disbursing officers who have served overseas and those who

have been discharged or demoted to the grade of pay clerk. There are 22 analyses pertaining to the accounts of 21 disbursing officers. Of this number, the overseas accounts group has received 73 analyses and four statements of differences from the auditor, containing approximately 17,581 items, each of which will require the preparation of at least one letter requesting checkage, credit, or refund of the amount erroneously paid to the man now out of the service. The same action must be taken upon items which will appear on 156 analyses yet to be received and in the auditor's statements of differences, which will be arriving from time to time during the next two or three years. This office is unable to predict when the work of this group will be completed, but it is believed that the clerical force can be released by June 30, 1921, and the unfinished accounts distributed elsewhere for completion.

13. The following summary shows the reduction in personnel that will be possible, together with the earliest dates upon which the same can be effected without serious injury to the service. The reductions indicated can not be made as early as stated or in the numbers stated in most cases without embarrassment to this office, and are recommended only in the event that a situation arises making material reductions absolutely mandatory:

Date to be released.	Group.	Number to be released.
Dec. 31, 1919.....	Executive.....	2
	Personnel and equipment.....	1
	Allotment.....	1
	War risk.....	1
	Disbursing.....	2
		7
Jan 31, 1920.....	Allotment.....	2
	War risk.....	1
		3
Feb. 29, 1920.....	Disbursing.....	1
Apr. 1, 1920.....	Executive.....	2
	Personnel and equipment.....	1
		3
June 30, 1920.....	Executive.....	1
	Allotment.....	2
	War risk.....	4
	Disbursing.....	2
		9
July 31, 1920.....	Administrative.....	15
Aug. 31, 1920.....	War risk.....	2
	Claims.....	22
		24
June 3, 1921.....	Overseas accounts.....	11
Total to be released.....		73

GEORGE RICHARDS.

**Mr. KELLEY.** The recent ruling you referred to is a Treasury Department ruling?

**Gen. RICHARDS.** Yes. In the first place, the old rule was when a man left the service that it was no part of the business of the Marine Corps to settle after discharge claims for differences not paid him on discharge. When you passed the law providing the bonus and made it retroactive the Treasury Department had to receive several million of claims and settle them. It was a hopeless task for them. They transferred this work immediately to the War Department, the Navy Department, and the headquarters of the Marine Corps. We then established our claims groups. We received about 30,000 of those claims from marines already discharged.

Gen. BARNETT. We would have had 75,000 claims but for the fact that when the law was passed a good many of the men had not been discharged, and those men who were not discharged we settled with when they were discharged. Then came the additional compensation for mileage; and the additional bonus will bring another set of claims.

The CHAIRMAN. Gen. Richards, you make the adjustment that Gen. Barnett is speaking about?

Gen. RICHARDS. Yes, sir.

The CHAIRMAN. How many clerks have you in the paymaster's department of the Marine Corps?

Gen. RICHARDS. I will read from my report.

The CHAIRMAN. Just give us the number.

Gen. RICHARDS. One hundred and twenty-two enlisted clerks and messengers and 22 civilian clerks and 10 enlisted men under instructions. distributed as follows: Executive group, 14; personnel, 16; administrative group, 36; allotment group, 13; war-risk group, 32; disbursing group, 13; claims group, 22; overseas accounts group, 11; temporarily absent on duty—

The CHAIRMAN (interposing). How many in all?

Gen. RICHARDS. One hundred and twenty-two enlisted clerks and messengers and 22 civilian clerks and 10 enlisted men under instruction.

The CHAIRMAN. How many messengers?

Gen. RICHARDS. Six at the most.

The CHAIRMAN. How many did you have in 1916?

Gen. RICHARDS. We had two. But look at that building, Mr. Butler. It covers an acre, with all those groups scattered through the building, with which we have to keep in touch, and the papers have to be passed around among the different groups.

Gen. BARNETT. If you delay the settlement of these claims for a year, as has been suggested, instead of settling them in a few months, it will cause you more bother than it will cause us. You gentlemen are getting no letters now, practically, about discharges, and sending me none. Why? Because the thing is settled. If these claims are delayed, every one of you will be getting letters by the score about the various claims.

The CHAIRMAN. They all go into Gen. Richards's department?

Gen. BARNETT. But they come to me first.

The CHAIRMAN. He makes the adjustments?

Gen. BARNETT. Yes.

The CHAIRMAN. And how many have you working on claims?

Gen. RICHARDS. Twenty-two.

Mr. KRAUS. This ruling of the comptroller only applies to men in the foreign service on and after July 11, 1918; is that correct?

Gen. RICHARDS. Yes, sir.

Mr. KRAUS. That is the date of the last appropriation bill?

Gen. RICHARDS. Yes, sir.

Mr. KRAUS. Therefore, you did not have 80,000 men in the service at that time, and it will not be necessary to examine that many accounts?

Gen. RICHARDS. We had on July 11, 1919, a strength of about 45,000. We reduced down.

Gen. BARNETT. That was before the people came back from France.



Gen. RICHARDS. We reduced down out of that personnel, and we lost. I expect, about 9,000. That means, out of that number there are 36,000, and I expect more than half of them served abroad, so there are about 18,000 claims that will come along for that new ruling alone.

Mr. KRAUS. That will be the probable number of accounts instead of 80,000?

Gen. RICHARDS. As I estimate it right now, without the records.

Mr. PADGETT. That does not take in the bonus?

Gen. RICHARDS. That does not take in the bonus; no, sir.

Mr. KELLEY. How many people will it take to work out those 18,000 accounts?

Gen. RICHARDS. In this report, which was written before the new ruling went into effect, I estimated then upon the claims in hand that we would be able to put the claims group out of business absolutely by August 31, 1920. Now comes another ruling with its wake of new claims, and that will prolong the life of the claims group. This report will show to you that we are doing everything within reason to reduce the number of clerks.

Mr. BROWNING. That report will appear in the hearing?

Gen. RICHARDS. Yes, sir.

The CHAIRMAN. How much does the civil force of the Marine Corps cost the Government?

Gen. RICHARDS. I have no separate figures on that, but I will insert those figures in the record.

The CHAIRMAN. Separate from the military end of it entirely, not only in Washington, but elsewhere.

Gen. RICHARDS. Everywhere.

Mr. KELLEY. As I recall, you said you had 22 or 23 clerks.

Gen. RICHARDS. That is in my own department, working on claims only.

Mr. KELLEY. What is the total number of clerks in the Marine Corps?

Gen. RICHARDS. Five hundred and thirty clerks in all, of which 2 are civilians.

The CHAIRMAN. How much will they cost on an average; about \$1,200?

Gen. RICHARDS. The average would be \$1,400 a year.

HEADQUARTERS UNITED STATES MARINE CORPS,  
PAYMASTER'S DEPARTMENT,  
Washington, D. C., February 28, 1920.

*Amount allotted from Navy appropriation for pay of reservists, Marine Corps, transferred to civil status.*

Alotment is made monthly, and to Mar. 31, 1920, there has been allotted .....	\$175,357.41
Amount expended in Jan. 31, 1920.....	\$117,594.43
Number of reservists transferred to civil status on duty Nov. 1, 1919:	
Washington .....	139
Outside .....	70
Average rate of pay.....	\$1,448.90
Enlisted men on clerical duty at headquarters and staff offices....	683
Average rate of pay, including all allowances for rations, quarters, etc.....	\$1,469.61

GEORGE RICHARDS,  
Brigadier General,  
The Paymaster United States Marine Corps.

The CHAIRMAN. Making \$600,000 or \$700,000, which would equal the pay of how many enlisted men?

Gen. RICHARDS. Of about 1,000 officered.

The CHAIRMAN. You need that many?

Gen. RICHARDS. We do need clerks. We are behind in the work now, and very seriously so.

Mr. BROWNING. The items from page 98 to page 103 are entirely a mathematical calculation, are they not?

Gen. RICHARDS. Absolutely.

Mr. BROWNING. On page 98 in the item for the pay of retired officers there is an increase from 5 to 7 colonels, 3 to 5 lieutenant colonels, from 4 to 27 captains, etc. Why were they retired, because of age?

Gen. BARNETT. Gen. Catlin was retired because of his health. He went to Haiti, but he could not perform the duties that he was required to perform there. He was a brigadier general. He was shot through the lungs. He came to see me and told me he would like to go to Haiti, but when he got down there he found he could not perform the duties, because of his wound. He found that nine-tenths of the duty there was field duty, and he could not perform that.

The number of major generals is the same. Col. Bearss retired because of a very serious back affliction, and he suffered terribly with pain. Hopkins was the other man.

Mr. BROWNING. Those were disabilities incident to the service?

Gen. BARNETT. Entirely incident to the service.

Mr. KELLEY. What about the lieutenant colonels?

Gen. RICHARDS. There are five lieutenant colonels in the list, which is an increase of two. Lieut. Col. Hughes was one. He was very severely wounded. I will have to look up the name of the other one.

Mr. KELLEY. How does it happen the number of majors is reduced?

Gen. RICHARDS. There was a Maj. Corey who died, and then Maj. Wallach died since this was written.

Mr. KELLEY. How do you explain the difference between 40 and 26? The number has been reduced from 40 to 26.

Gen. RICHARDS. We have in there a fund of of \$50,000 which covers those who might be retired during the year. That is all in there. We can not tell definitely what it will be.

Mr. KELLEY. There is an increase from 4 to 27 captains.

Gen. RICHARDS. I will insert in the record the exact personnel which will show just what that is.

1917

HEADQUARTERS UNITED STATES MARINE CORPS,  
Washington, D. C., February 28, 1920.

LIST OF RETIRED OFFICERS ON WHICH THE ESTIMATES FOR 1920 WERE BASED.

Major generals (2):

George F. Elliott.  
William P. Biddle.

Brigadier generals (3):

James Forney.  
Percival C. Pope.  
Mancel C. Goodrell.

Colonels (5):

Allan C. Kelton.  
Otway C. Berryman.  
Paul St. C. Murphy.  
Harry K. White.  
William C. Dawson.

Lieutenant colonels (3):

Benjamin R. Russell.  
William F. Spicer.  
Lewis C. Lucas.

Majors (40):

Edwin A. Jonas.  
Richard Wallach.  
Edward R. Lowndes.  
Frederick H. Corrie.  
Theodore H. Low.  
Henry Leonard.  
Henry W. Carpenter.  
Frederick H. Delano.  
Benjamin F. Rittenhouse.  
Ralph E. Walker.  
Thomas F. Lyons.  
Frederick M. Eslick.  
Samuel A. W. Patterson.  
John G. Muir.  
Leof M. Harding.  
Thomas A. Mott.  
Sidney W. Brester.

Majors (40)—Continued.

Daniel W. B. Blake.  
Harrison T. Swain.  
Frederick C. McConnell.  
Charles J. E. Guggenheim.  
Edward S. Yates.  
Arthur P. Crist.  
Lovick P. Pinkston.  
Arthur Stokes.  
Alfred McC. Robbins.  
Samuel J. Logan.  
John W. McClaskey.  
Fred A. Udell.  
Frederic Kensel.  
William H. Parker.  
William A. Howard.  
Cleyburn McCauley.  
Harold Colvocoresses.  
Alexander B. Mikell.  
Renato Titttoni.  
Frank L. Martin.  
Harold C. Daniels.  
Dan M. Gardner, jr.  
John N. Wright.

Captains (4):

Robert D. Walnwright.  
John S. Bates.  
Herman T. Vulte.  
Clifford P. Meyer.

First lieutenants (1):

Edward R. Miller.

Second lieutenants (2):

Stephen Elliott.  
Hugh McC. Howard.

The number and grades of retired officers who may be expected to be assigned to active duty on July 1, 1919, and to be so continued during that year:

1 major general.

2 colonels.

3 lieutenant colonels.

37 majors.

Memorandum to accompany estimates for "Pay, Marine Corps." for the fiscal year ending June 30, 1920:

*Pay officers' retired list.*

Number	Rank.	Rate.	Amount.
2	Major generals.....	\$6,000	\$12,000
3	Brigadier generals.....	4,500	13,500
5	Colonels.....	3,750	18,750
3	Lieutenant colonels.....	3,375	10,125
20	Majors (Maj. Dutton died).....	3,000	60,000
20	Majors.....	2,700	54,000
2	Captains (W. E. Parker died).....	2,520	5,040
1	Captain.....	2,160	2,160
1	do.....	1,980	1,980
1	First lieutenant (Lieut. Hayes dismissed).....	2,100	2,100
2	Second lieutenants (Pay Clerk De Meritt died).....	1,275	1,275
90	Total.....		182,005
	Increase to cover officers who may be retired and those retired who may be assigned to active duty.....		95,551
	Grand total.....		277,556

**ADDITIONAL LIST OF RETIRED OFFICERS ON WHICH THE ESTIMATES FOR 1921 WERE BASED.**

**Brigadier general (1):**  
 Albertus W. Catlin.<sup>1</sup>  
**Colonels (2):**  
 William Hopkins.<sup>2</sup>  
 James E. Mahoney, after 40 years' service.  
**Lieutenant colonel (1):**  
 John A. Hughes.<sup>1</sup>  
**Majors (3):**  
 William Brackett.<sup>2</sup>  
 Phillip T. Case.<sup>2</sup>  
 Arthur B. Owens.<sup>2</sup>  
**Captains (7):**  
 George C. Collar.<sup>1</sup>  
 Carl F. Dietz.<sup>2</sup>  
 William A. Eddy.<sup>2</sup>  
 Joseph A. Hagan.<sup>1</sup>  
 Jack S. Hart.<sup>1</sup>  
 Gardiner Hawkins.<sup>2</sup>  
 Charles P. Nash.<sup>1</sup>  
**First lieutenants (10):**  
 George L. Brown.<sup>1</sup>

**First lieutenants—Continued.**  
 John I. Conroy.<sup>1</sup>  
 Bernard L. Fritz.<sup>1</sup>  
 Herman R. Holljes.<sup>2</sup>  
 Jerman L. McLeod.<sup>1</sup>  
 Edward J. Moneypenny.<sup>1</sup>  
 Raymond A. O'Keefe.<sup>1</sup>  
 Edwin G. Schwartzman.<sup>1</sup>  
 Emmet Trainor.<sup>2</sup>  
 Merle J. Van Housen.<sup>1</sup>  
**Second lieutenants (2):**  
 Colgate W. Darden, Jr., M. C. R.<sup>1</sup>  
 Heinrich Reyelts.<sup>2</sup>  
**Marine gunners (4):**  
 Fred L. Brunsted.<sup>2</sup>  
 Thomas F. Hayes.  
 Edward Rowland.  
 John P. Whalen.<sup>2</sup>  
**Quartermaster clerks (3):**  
 Patrick J. Carlos.  
 John G. Edwards.  
 John G. Sander.

Memorandum to accompany estimates for "Pay, Marine Corps," for the fiscal year ending June 30, 1921:

*Pay officers, retired list.*

Number.	Rank.	Rate.	Amount.
2	Major generals.....	\$6,000	\$12,000
3	Brigadier generals.....	4,500	13,500
7	Colonels.....	3,750	26,250
5	Lieutenant colonels.....	3,375	16,875
13	Majors (Ma! Corrie dead).....	3,000	39,000
13	Majors.....	2,700	35,100
10	Captains.....	2,340	23,400
10	do.....	2,100	21,000
7	do.....	1,980	13,860
1	First lieutenant.....	2,100	2,100
10	do.....	1,650	16,500
4	Second lieutenants.....	1,275	5,100
4	Marine gunners.....	1,500	6,000
4	Quartermaster clerks.....	1,500	6,000
	Increased to cover officers who may be retired.....		50,000
92			286,685

The following officers have been retired since the preparation of the above estimates:

**Captains (6):**  
 D. A. Holladay.<sup>1</sup>  
 George C. Medary.<sup>2</sup>  
 Julius C. Cogswell.<sup>1</sup>  
 Thomas F. Carney.<sup>2</sup>  
 Percival Wilson.<sup>1</sup>  
 W. J. Moore.<sup>1</sup>  
**First lieutenants (3):**  
 Edward F. Dunk.<sup>1</sup>  
 G. L. Pyle.<sup>2</sup>  
 S. T. Jackson.<sup>1</sup>

**Second lieutenants (2):**  
 James Gallivan, M. C. R.<sup>1</sup>  
 W. B. Jackson.<sup>1</sup>  
**Quartermaster clerk (1):**  
 H. C. Kuhl.<sup>2</sup>  
**Pay clerk (1):**  
 E. J. McClure.

**DEATHS.**

**Maj. Frederick H. Corrie, died October 29, 1918.**  
**Maj. Richard Wallach, died January 30, 1920.**

<sup>1</sup> Denotes retirement for wounds received in action.  
<sup>2</sup> Denotes disability in line of duty.

**TIERED LIST OF ENLISTED MEN OF THE MARINE CORPS UPON WHICH THE ESTIMATES  
FOR 1921 ARE BASED.**

**Sergeant majors (13):**

J. Costello.  
J. Deaver.  
E. Dunn.  
L. Gerson.  
A. Graef.  
T. McCarthy.  
D. J. McMamara.  
M. McNamara.  
T. F. Molloy.  
J. H. Quick.  
J. Schudnaggies.  
W. Scully.  
W. H. West.

**Quartermaster sergeants:**

G. F. Altemus.  
N. Bressard.  
William H. Brooke.  
G. Carter.  
T. Cassidy.  
J. G. Deckert.  
M. Dene.  
B. Fagan.  
G. E. Frazier.  
G. Glockman.  
A. Griesel.  
L. S. Hill.  
B. I. Hoff.  
G. Jaud.  
L. Johanssen.  
P. Kelly.  
J. L. La Foret.  
O. Ledoux.  
R. Metcalf.  
J. O'Connell.  
T. Osprey.  
F. W. M. Poppe.  
S. W. Smith.  
F. O. Stoll.  
H. R. Tesch.  
W. P. Thomas.  
E. Wallocks.  
J. Weidmann.

**Drum major:**

A. Gaeckler.

**First sergeants:**

C. Borchert.  
W. Borghart.  
A. Brae.  
C. E. Breau.  
J. Burger.  
J. Carter.  
W. Casey.  
J. K. Clark.  
R. A. Clayton.  
G. A. Cook.  
J. L. Culleton.  
J. E. Day.  
T. Donohue.  
J. Doyle.  
J. Duffy.  
F. Frazier.  
J. Fox.  
G. W. Gorman.

**First sergeants—Continued.**

P. Hanley.  
L. Hertz.  
John Horsley.  
J. Jackson.  
T. Jones.  
J. Kennedy.  
A. Lang.  
C. C. Larsen.  
J. McNulty.  
J. J. Martin.  
W. Montair.  
B. L. Morrill.  
P. C. Murphy.  
R. S. Nau.  
W. Porter.  
G. Reynolds.  
J. Rice.  
J. W. Rikeman.  
D. Riordan.  
C. P. Smith.  
D. Smith.  
B. Sullivan.  
P. J. Sullivan.  
J. Tompikson.  
M. Wall.  
T. Walsh.  
J. F. Welch.  
R. White.  
F. W. Wilson.  
A. Wood.

**Gunnery sergeants:**

J. W. Brown.  
G. Copeland.  
T. Cunningham.  
J. T. Delaney.  
C. Fields.  
W. J. Foster.  
M. Frinkle.  
G. E. Grant.  
R. Hall.  
P. Harnan.  
F. Hasson.  
G. Helmsohn.  
J. W. Hyndman.  
C. E. Jacocks.  
N. G. Jarrett.  
E. Killen.  
H. Krause.  
H. B. Lamont.  
J. McMahon.  
S. G. Mawson.  
S. Meyers.  
J. J. Murphy.  
C. Nelson.  
S. Nowlan.  
J. O'Brien.  
L. Osborne.  
J. Ray.  
J. W. Roberts.  
D. Rorison.  
T. Scanlan.  
John Shea.  
C. Snyder.

RETIRED LIST OF ENLISTED MEN OF THE MARINE CORPS UPON WHICH THE ROSTER  
FOR 1921 ARE BASED—continued.

Gunnery sergeants—Continued.

W. Vincent.  
C. Wermuth.  
R. Widmer.  
E. Wischnack.  
C. E. Woodsum.

Sergeants:

G. H. Adams.  
F. Benz.  
J. J. Callaghan.  
D. D. Collins.  
J. Collins.  
P. Connolly.  
W. H. Coogan.  
W. F. Dubey.  
J. Duncan.  
J. F. Elms.  
J. E. Ery.  
W. Evans.  
T. S. Ferguson.  
T. Flavin.  
O. W. Fridstrom.  
L. Fugitt.  
J. G. Galllee.  
J. E. Hews.  
J. Hughes.  
H. B. Jacks.  
T. A. Lonsdale.  
D. Looney.  
J. W. McDonald.  
P. McGinley.  
P. Mansfield.  
J. Markey.  
E. W. Meigs.  
W. T. Moroney.  
T. Morrissey.  
T. Morrissey.  
W. T. Morrissey.  
W. Morton.  
D. V. Mullin.  
J. Murphy.  
J. Rader.  
W. F. Ray.  
H. Richmond.  
M. Robinson.  
J. Ryan, jr.  
P. J. Sheridan.  
J. Simpkins.  
G. W. Smith.  
R. Smyth.  
T. Sullivan.  
J. Toobey.  
W. Vogt.  
T. Walsh.  
G. Warrell.  
A. B. Watts.

Sergeants—Continued.

W. Weaver.  
J. Weiss.  
L. Wengel.  
W. Woodsum.

Corporals:

R. Corcoran.  
F. Cosgrove.  
A. D. Crosby.  
D. F. Doherty.  
S. H. Gresham.  
J. Joyce.  
S. Mallinger.  
R. Mannix.  
T. C. O'Keefe.  
F. A. Roche.  
S. Simonsen.  
M. Tynan.

Drummer:

A. A. Thatcher.

Privates:

T. Armstrong.  
E. L. Ball.  
T. Carey.  
F. Collins.  
G. Collins.  
Charles H. Haight.  
J. Mahoney.  
J. Scully.  
S. Smith.  
N. Watson.

Principal musicians:

L. M. Kruger.  
J. M. Ter Linden.  
A. Tregina.  
L. F. Walen.

First-class musicians:

J. Arth.  
J. A. Arth.  
G. C. Fugitt.  
A. Giacchetti.  
W. Giacchetti.  
J. A. Jaegle.  
S. Johnson.  
W. Keppler.  
G. Licarione.  
L. A. Mazzullo.  
V. Petrola.  
E. Roetschl.  
A. Samuels.  
T. A. Sevenhuysen.  
M. Stanisci.  
H. Stopsack.

Second-class musician:

H. A. Stone.

*Pay, enlisted men, retired list.*

Number.	Rank.	Rate.	Amount.
12	Sergeants major .....	\$810	\$9,720
31	Quartermaster sergeants .....	810	25,110
1	Drum major .....	810	810
48	First sergeants .....	810	38,880
29	Gunnery sergeants .....	810	23,490
57	Sergeants .....	621	35,397
10	Corporals .....	540	5,400
11	Privates and drummers .....	414	4,554
4	Principal musicians .....	1,364	5,456
16	First-class musicians .....	1,139	18,224
1	Second-class musician .....	1,004	1,004
Total .....			168,044

Gen. BARNETT. Every one of those was wounded in the war or was retired for disability incurred in line of duty.

Mr. BROWNING. There is an item at the top of page 103, "Undrawn clothing: for payment to discharged enlisted men for clothing undrawn, \$50,000." You have reduced that from \$100,000 to \$50,000. why is that?

Gen. RICHARDS. When the war broke out we changed that clothing allowance so that it practically had the effect of reducing the savings. But there still must be an item in there to cover the men who had saved the entire allowance of clothing up to the time of the change, but who have not yet been discharged.

Gen. BARNETT. No man has any allowance of clothing now; it is all owned by the Government and is issued as needed.

The CHAIRMAN. We appropriated for retired pay of officers in the Marine Corps for 1920, \$277,756. Now you have only increased that to \$286,685, which is an increase of only about \$9,000.

Gen. RICHARDS. Yes, sir.

The CHAIRMAN. Is that your estimate of what you will need next year?

Gen. RICHARDS. Yes, sir; but we have a saving amount in there.

The CHAIRMAN. I thought you used the figures \$50,000.

Gen. RICHARDS. We always insert that in that item; it is to cover the amount of pay for those who might be retired during the year, and that is something we can not anticipate.

The CHAIRMAN. It was in the sum of \$277,756 appropriated for 1920?

Gen. RICHARDS. Something was in there for that; yes, sir.

The CHAIRMAN. Then, I wondered why you increased the amount for next year by \$9,000, when you have in that fund \$50,000 to take care of your estimated requirements for the next year.

Gen. RICHARDS. When we figure that item for the retired list we calculate the exact grades that will be on the retired list, as near as we can tell, and then we put in an additional amount to cover the others that we can not anticipate.

The CHAIRMAN. But you have \$50,000 already for that.

Gen. RICHARDS. In the current appropriation it is probably about that.

The CHAIRMAN. Then, why would you need the \$9,000 additional?

Gen. RICHARDS. Because we do not know what may happen during the year. We might have a lot of disabled officers and have no money with which to take care of them.

The CHAIRMAN. But you have not only included the \$50,000, but have added onto it about \$9,000, which would make about \$59,000 additional in your estimate for next year.

Gen. BARNETT. That is not \$59,000 more than this year, because the amount for this year included the \$50,000. Last year the amount was \$277,756, and that included approximately \$50,000 for slips. This year we know there are enough people on the retired list to cost \$9,000 more.

The CHAIRMAN. How much of the \$277,756 will you need to pay the retired officers this year?

Gen. BARNETT. Probably the entire \$277,756, less approximately \$50,000.

The CHAIRMAN. So you will have \$50,000 left over?

Gen. BARNETT. We may.

The CHAIRMAN. I am not criticizing at all; I want to know. And on top of that you have added about \$9,000 more to this year's estimate?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. And that makes about \$59,000 more than we appropriated last year. But you are still carrying in that a fund of about \$50,000.

Gen. BARNETT. That is right.

Mr. PADGETT. That \$9,000 is called for by the fact that you have seven colonels instead of five to provide for?

Gen. RICHARDS. Yes, sir.

Mr. PADGETT. The additional \$9,000 is because of the increased number already on the list?

Gen. RICHARDS. Yes, sir. We specify the grades as far as we can.

The CHAIRMAN. On the retired list, whom you will have to pay this year, you will have two major generals, three brigadier generals, seven colonels, five lieutenant colonels, and so forth. I think Gen. Barnett answered me that he thought you would have about \$50,000 left over. Therefore out of the sum of \$277,756 you will pay the same number on the retired list that you have in this bill?

Gen. BARNETT. But we will have to turn in that \$50,000.

Gen. RICHARDS. That can not be touched except for pay of retired officers, and therefore we have to put it in the new bill or else it is gone. Each year the \$50,000 is put in the bill and if it is not used it is turned into the Treasury.

The CHAIRMAN. How much money did you actually pay or will you actually pay out of this sum of \$277,756 provided for retired pay? How much will you pay out this year?

Gen. RICHARDS. If there are no changes in the retired list we will pay that amount of \$277,756 less \$50,000. But there might be some changes or additions in that which would necessitate the use of some of that \$50,000.

Mr. BROWNING. On page 102 there is an item. "For pay and allowances prescribed by law of enlisted men on the retired list: For 12 sergeants major, 1 drum major, 29 gunnery sergeants, 31 quarter-

master sergeants, 48 first sergeants, 57 sergeants, 10 corporals, 4 principal musicians, 16 first-class musicians, 1 second-class musician, 1 drummer, and 10 privates, and for those who may be retired during the fiscal year." You will give us the same information in regard to that item as in reference to the item for officers?

Gen. RICHARDS. Yes, sir; that will be included in the statement to be filed with reference to changes in retired officers' list.

(Thereupon the committee recessed until 2 o'clock p. m.)

#### AFTER RECESS.

(The committee met, pursuant to recess, at 2 o'clock p. m.)

The CHAIRMAN. Let me ask you a question, Gen. Barnett. Referring to that paragraph on page 99, as I recall, we have carried along in that sum from year to year about \$50,000 to cover emergencies.

Gen. BARNETT. That is all, sir.

The CHAIRMAN. Inasmuch as we have added \$9,000 over and above the sum which we actually used and will use this year, do you think that we might reduce that by \$50,000 quite safely? I would not recommend that this paragraph be disturbed, because it is for these crippled soldiers, unless it has your approval?

Gen. BARNETT. It is perfectly safe to do that with the consent and approval of the committee, and with the understanding that if there is a slight deficiency, that this deficiency will go to the Appropriations Committee to be asked for.

The CHAIRMAN. I will ask the gentlemen of the committee to join me in making a request on the Appropriations Committee to make the deficiency appropriation if that should occur.

Gen. BARNETT. Thank you, sir; that is all that is necessary.

The CHAIRMAN. Mr. Browning wished me to ask you some questions concerning the enlisted men on page 102, Gen. Barnett. Last year we had \$164,862 to pay noncommissioned men in the Marine Corps on the retired list. Did you use that amount, and will you use it this year?

Gen. RICHARDS. That estimate is based on the strength of the enlisted men on the retired list, which is 220, and the amount is \$168,045. I find that there is no emergency fund in there to cover unforeseen retirements; that will be shown by the calculations that have been filed.

The CHAIRMAN. In other words, there is no emergency fund carried in this?

Gen. RICHARDS. No.

The CHAIRMAN. You will need \$168,045 for the purpose of taking care of them, then?

Gen. RICHARDS. Yes; for that actual number of men on the retired list.

The CHAIRMAN. You have added a modest sum to that of a few thousand dollars additional to the \$164,862 to cover it. There should be no reduction there?

Gen. BARNETT. No, sir; there should be no reduction there.

The CHAIRMAN. Here is an item in the bill:

Undrawn clothing: For payment to discharged enlisted men for clothing undrawn, \$50,000.

We have a law that will enable you in the future to hand to the enlisted man so much money in lieu of clothing. Now, then, as I understand, this item should disappear.

Gen. BARNETT. It will disappear in a very short time.

Gen. McCAWLEY. Unless you go back to the clothing allowance.

The CHAIRMAN. It has got to come out of the Treasury; but it will not be made in this way.

Gen. McCAWLEY. For the Navy Department.

Gen. BARNETT. If the clothing allowance is restored, this item will have to be restored.

Gen. RICHARDS. It was a greater sum, but it is gradually getting down from year to year.

The CHAIRMAN. The next item is:

Mileage: For mileage to officers traveling under orders without troops, \$162,500.

For commutation of quarters of officers on duty without troops where there are no public quarters, \$212,500.

Gen. BARNETT. Those are figures that are based on calculations.

The CHAIRMAN. The next item is:

Pay of civil force: In the office of the major general commandant. Temporary special assistant to the major general commandant, \$2,750; one chief clerk, at \$2,250; one clerk, at \$1,800; one messenger, \$971.28.

That item is on page 103.

Gen. BARNETT. With reference to this, I furnished, at the request of the committee, some days ago all the items under that head that you would like to have. That is under this other bill. I find it printed in this other bill. Do you want to take that up now or in the subject of increased pay?

The CHAIRMAN. That is subject to legislation?

Gen. BARNETT. It is.

The CHAIRMAN. I will ask you to put a mark on that, and we will hold it for the legislative bill and turn it over to Mr. Kelley.

Gen. BARNETT. Yes. It is all in this other copy. Outside of that these items are the same as they have been.

The CHAIRMAN. I would like to know whether it is a real saving to the Government to use enlisted men as messengers. Now, can you tell me how much some of these messengers, these enlisted men with the rank of sergeant, after four or five enlistments, are drawing? They are doing messenger service, and messenger service in the departments runs from \$720 to \$900 and \$1,000.

Gen. BARNETT. These messengers that we use do an entirely different work from what they do in some of the other departments. Our messengers do a lot of clerical work as well. They mail and seal the letters and keep a record of the mail going out. They are busy all day every day. They are really much more than messengers. They are rated as messengers.

The CHAIRMAN. Now, answer my question. How much do some of the noncommissioned officers draw from the Government as messengers? How do the salaries run, about what range?

Gen. RICHARDS. These men draw their regular pay as enlisted men. They are not subsisted at the barracks. They are not quartered there. So they are allowed a sum of money for their subsistence, \$15 a month, for their quarters and for their heat and light, in addition to their regular pay, and also extra-duty pay at 50 cents a day.

**CHAIRMAN.** What grade are you speaking of?

**Gen. RICHARDS.** Any grade. For instance, in the grade of sergeant monthly compensation is \$110 or \$115 a month in that grade.

**CHAIRMAN.** Do you have some running up to \$1,800?

**Gen. RICHARDS.** I do not think there are any of them at that figure. There are some as high as \$1,700, quartermaster sergeants, top sergeants, who from years of service, longevity increases, would receive amount of pay as high as \$1,700 a year. I will give you the exact figures in the record.

**CHAIRMAN.** They are carried on the rolls as messengers?

**Gen. RICHARDS.** The messengers attached to my own office are mostly privates—we have one corporal, a man of over 30 years' service.

**Gen. BARNETT.** I have one messenger, a sergeant, and two messengers, corporals. They do much more than messenger work.

**CHAIRMAN.** Do you need a temporary special assistant to the major general commandant, at \$2,750?

**Gen. BARNETT.** I do.

**CHAIRMAN.** What is his rank?

**Gen. BARNETT.** He is a civilian.

**CHAIRMAN.** He has no temporary rank?

**Gen. BARNETT.** No, sir.

**CHAIRMAN.** I do not recall how long that employee has been tried in this bill?

**Gen. BARNETT.** About two years, during the war period.

**CHAIRMAN.** Can not that go back to the peace time basis?

**Gen. BARNETT.** Not just yet. I tell you frankly and very freely that the work in the office to-day in all the department headquarters is more than it was before. It is piling up there on account of this war legislation.

**CHAIRMAN.** Here is a civilian getting the pay of a captain. Is it not about the pay of a captain?

**Gen. McCawley.** The first year pay of a captain who has had no service. There are a few captains who have not much service. These men get the pay of about a first lieutenant of ordinary service, but they are very valuable men, Mr. Butler; they are trained clerks

The CHAIRMAN. I am talking about one of those distinguished soldiers from the Argonne, the Soisson, or Mont Blanc—detail him to that \$2,750 position, as long as it is temporary.

Gen. BARNETT. You can not give them any additional pay.

The CHAIRMAN. The next item in that paragraph is one chief clerk at \$2,250.

Gen. BARNETT. Yes. Those are the same as they have been. But in this legislative bill there we have asked for some slight increases.

The CHAIRMAN. How long have you carried those two clerks?

Gen. BARNETT. A long time. I think their pay was increased in the bill of August 29, 1916.

The CHAIRMAN. Then there is one clerk at \$1,800.

Gen. McCawley. They have all been there right along. There have been no increases in the clerical force for a good while.

Gen. BARNETT. The only increase we had was an increase for a principal assistant. They have gone for years without an increase.

Gen. McCawley. You see how few civilians there are in the Marine Corps, in the civilian forces, which is the reason why we have to have so many enlisted men at this duty. These civilians could not begin to do the work at the headquarters of the commandant, in his office, as he has only about five or six clerks.

The CHAIRMAN. In the next paragraph, on page 103, it says:

In the office of the paymaster, one chief clerk at \$2,250; one clerk at \$1,500.

Mr. KELLEY. Before we leave that preceding paragraph, how do you get that salary of \$971.28.

Gen. RICHARDS. That has been that way for time out of mind. I think that the man was originally an enlisted man.

Gen. McCawley. Yes; originally.

Gen. RICHARDS. My impression is that they wanted to make a change in his status, to make him a civilian; probably it was thought he had better be a civilian, and they figured up his compensation and it made that figure of \$971.28—that amount was thereafter appropriated for a civilian messenger, and it has so remained since.

The CHAIRMAN. Does that explanation satisfy you, Gov. Kelley, how that man gets his 28 cents?

Mr. KELLEY. Yes.

The CHAIRMAN. The next item is:

In the office of the paymaster, one chief clerk, at \$2,250; one clerk, at \$1,500.

Gen. RICHARDS. There are two clerkships provided there; one chief clerk at \$2,250, and one clerk at \$1,500. They have been there.

The CHAIRMAN. That is a clerk and a chief clerk?

Gen. RICHARDS. As a matter of fact, those places are not filled now. They are vacant. But the amount is carried in there.

The CHAIRMAN. Promise us that you will not fill them, and take it out.

Gen. RICHARDS. The committee may take them out.

The CHAIRMAN. Good; we are obliged to you.

Gen. RICHARDS. Both of them.

The CHAIRMAN. That is in the office of the paymaster: "One chief clerk at \$2,250 and one clerk at \$1,500." Gen. Richards said he will not fill those places.

Gen. RICHARDS. Both of them, the chief clerk at \$2,250, and a clerk at \$1,500, may be struck out, as the chairman wishes.

The CHAIRMAN. How long have you had a chief clerk?

Gen. RICHARDS. There has been a chief clerk in that office up until about four or five years ago. Then the incumbent chief clerk was appointed pay clerk, and he went out of Washington. He was afterwards promoted to paymaster under the provisions of the law, and he is now serving as captain and paymaster temporarily. He is down at Santo Domingo. That is Capt. Doane.

The CHAIRMAN. Did I understand you to say that we might take the whole paragraph out—both the chief clerk and the clerk?

Gen. RICHARDS. Yes, sir; we have not filled those places. They are vacant.

The CHAIRMAN. Then take out the chief clerk and a clerk at \$1,500?

Gen. RICHARDS. In the office of the paymaster.

The CHAIRMAN. That takes that paragraph out of the bill. Now, how about the adjutant and inspector? That is the next item on page 103: "One chief clerk, at \$2,250."

The adjutant and inspector is your right-hand man?

Gen. BARNETT. He helps me a great deal; yes, sir.

The CHAIRMAN. I understand, of course, his duties are definite and are largely, or exclusively, in the office of the commandant.

Gen. BARNETT. He is in charge of the records in the major general commandant's office, the records of the whole Marine Corps.

The CHAIRMAN. One chief clerk at \$2,250; how long has that been carried?

Gen. McCawley. These are all the same as they have been right along, and the only changes are in this proposed legislative bill.

The CHAIRMAN. Has that office force been added to within the last two years?

Gen. McCawley. No, sir.

Gen. BARNETT. That \$2,250 employee is the same as the other \$2,250. That was increased, I think, two years ago in the act of August 29, 1916; that is the date, I think. It is my impression that it was increased.

The CHAIRMAN. Have we been providing for them in the office of the adjutant and inspector, as follows:

One chief clerk at \$2,250; one clerk at \$1,800; clerk at \$1,600; clerk at \$1,500; one clerk at \$1,400; one clerk at \$1,200.

Gen. BARNETT. Yes, sir.

The CHAIRMAN. That makes six?

Gen. BARNETT. They have more work to do than the other departments because they are in charge of the medal business, discharge business, and the records of officers and men discharged that have come back from the other side are kept here. These thousands of men have been put through this office, and all these records will have to be gone over.

The CHAIRMAN. Can you hold out the hope in the near future that some reduction can be made in that?

Gen. BARNETT. Not in those men. We can in the total number of clerks in the office. Last month we decreased 20 clerks and this month we decreased 20 clerks.

The CHAIRMAN. Have we any way of keeping this item down?

I can readily appreciate the fact that you must have a technical assistant.

Gen. McCawley. That technical engineer was added by the committee several years ago.

The CHAIRMAN. Of course, you have nothing to do with the general records.

Gen. McCawley. Only my own records.

The CHAIRMAN. How long have you carried that office force?

Gen. McCawley. Just as it stands now until about two or three years ago, when the technical engineer was created, and a temporary special assistant at the beginning of the war. The rest of the force has always been there. We have, of course, added to it from time to time, but I do not remember just when.

The CHAIRMAN. This is the same force you carried during the war time?

Gen. McCawley. Yes, sir.

The CHAIRMAN. It is the same force that Gen. Barnett carried during the war time?

Gen. McCawley. We have added very materially to that force, Mr. Chairman, by the detail of enlisted men and employment of women.

The CHAIRMAN. The next item is:

In the office of the assistant quartermaster, San Francisco, Calif., one chief clerk at \$2,500.

Gen. McCawley. Yes, sir.

The CHAIRMAN. When was that first created?

Gen. McCawley. Many years ago, ever since that office was established. It is the only civilian clerk provided for.

Mr. McPIERSON. There is also one for Philadelphia.

Gen. McCawley. Yes, sir.

The CHAIRMAN. That was supplied at Philadelphia. That, of course, I know something about. I do not know about the one at San Francisco. I do not pay any particular attention to the civilian status in the Marine Corps. You can not possibly dispense with him, and we have one at Mare Island.

Gen. McCawley. San Francisco is our shipping point. It is our depot of supplies in San Francisco.

Gen. Barnett. We ship everything there for the Far East and on the Pacific coast.

The CHAIRMAN. You do not keep the supplies up at Mare Island?

Gen. McCawley. No, sir. It is very inconvenient to do that. We could get them there easily, but to get them away is the thing.

Gen. Barnett. There would be no use to ship to Mare Island.

The CHAIRMAN. If you get them there, why can you not get them away?

Gen. McCawley. Transports and commercial steamers leave from San Francisco, so that we would have to send them there from Mare Island.

The CHAIRMAN. They would not be carried by our own transports or men-of-war, but by commercial ships?

Gen. McCawley. All of our shipments from these are made in either Army transports or commercial vessels.

Mr. Barnett. We ship them whenever we can by transport, of course.

The CHAIRMAN. Now, we come to a piece of legislation here.

Gen. BARNETT. That is the piece of legislation on page 104, reading as follows:

**Pay. Marine Corps reservists transferred:** For the continued temporary employment of inactive members of the Marine Corps Reserve, or former members thereof who have been honorably discharged, or, in lieu thereof, for the employment in accordance with civil-service rules of other persons having a civil-service status, in such number in the capacities of clerks, messengers, laborers, and other assistants as in the judgment of the Secretary of the Navy may be necessary to the transaction of the official business of the Marine Corps, no such employee to receive annual compensation in excess of \$2,000 per annum, \$100,000.

The CHAIRMAN. What is the purpose of that, Gen. Barnett?

Gen. BARNETT. The purpose of that is to keep in the service former reservists for the coming year. This is in the clerks. I was thinking of a proposition I had to bring up here. This is a clerical force, not the Marine reserve.

Gen. McCawley. We had out of that total number of 9,000, Navy and Marine Corps, 227 marinettes or enlisted women. You passed a bill authorizing the continuance of these people as clerks for one year, and we had out of that total number the figures that I have stated. A good many of them were discharged, but we still keep, as you saw this morning, 92 of them here, out of the total number we have in the service on the reserve list and on active duty.

Gen. RICHARDS. If I may interpose. I might add that last year there was a fund provided for this purpose under the Navy, in last year's appropriations.

Gen. BARNETT. \$8,000,000.

Gen. RICHARDS. To continue this thing for this year the department directed us to set out a piece of legislation carrying it under the "Pay of the Marine Corps."

The CHAIRMAN. I have heard a great deal of this. This is to pay some of these reservists.

Gen. BARNETT. Active reservists.

Gen. RICHARDS. But they are no longer reservists. They are now employed under the civil service, having been discharged under their enlisted status.

The CHAIRMAN. Why should we put that in here?

Gen. BARNETT. Because we have to have them.

Gen. RICHARDS. The amount asked for for this purpose in the estimate as submitted to the department was \$279,530. The Navy Department cut this to \$100,000. I am bringing up the necessity for the original figures of \$279,530, instead of the \$100,000.

*The original estimates for temporary civilian clerical force recommended for 1921, pay, reservists.*

Commandant's and adjutant and inspector's offices-----	\$109,200.00
Pymaster's office -----	58,900.00
Quartermaster's office -----	77,000.00
Depot of supplies, Philadelphia, Pa.-----	10,266.40
Depot of supplies, San Francisco-----	1,302.08
Depot of supplies, Charleston, S. C.-----	22,861.52
Total -----	279,530.00

The CHAIRMAN. Did we have any jurisdiction to appropriate? Have you permission from the Navy Department to do this? We

exceeded the authority which we have under the rules of the House when we made that compact with you a year ago. I saw the Committee on Appropriations on that.

Gen. BARNETT. This really belongs to the Committee on Appropriations.

The CHAIRMAN. Can not you get these employees off the civil service list? How many of these reservists do you propose to retain?

Gen. RICHARDS. Out of this fund, \$279,530, the allotment needed is as follows: \$109,200 to the Commandant and Adjutant and Inspector's Office; for the Paymaster's Office, \$58,900; for the Quartermaster's Office, \$77,000 and for the depot at Philadelphia, \$10,266.48; for San Francisco, \$1,302.08; for Charleston, S. C., \$22,861.52.

Gen. BARNETT. That is in lieu of the employment of civil-service employees.

The CHAIRMAN. Why can not we employ people under civil-service rules having a civilian status?

Gen. McCRAWLEY. It is a temporary force, Mr. Chairman.

The CHAIRMAN. I asked the question, How many clerks there are paid out of this \$100,000?

Gen. RICHARDS. I will have to insert that in the record. I can only give it here for my own office.

Gen. McCRAWLEY. That amount will not be adequate at all.

Gen. BARNETT. That \$100,000 will more than cut us in two, nearly a third.

Gen. RICHARDS. I have 23 civilian clerks in that status in my own office right now.

Gen. BARNETT. I read this morning into the record a number, 92 in Washington and 57 at the various staff offices in the United States.

The CHAIRMAN. Yes; you have 92, and in all 530. Do I understand this is the amount of the civilian force?

Gen. BARNETT. This is a part of that 530.

Mr. KELLEY. This legislation enables you to retain those 92 people!

Gen. BARNETT. Yes.

The CHAIRMAN. Why can you not retain all under this?

Gen. BARNETT. Because we have not the money to pay them.

The CHAIRMAN. That \$100,000 is not going to pay for all these clerks.

Gen. BARNETT. I know that. I say that that \$100,000 is not more than one-third enough.

The CHAIRMAN. I know it. Why not make an appropriation for all the clerks and why not let us set apart a figure for these clerks here and appropriate \$100,000 to pay that?

Gen. RICHARDS. The amount of \$100,000 is not sufficient to cover this. The amount that is needed to continue the people that we need for the next year in these different departments is \$279,530.

The CHAIRMAN. This is for the purpose of legislation. It is to insure a certain number of employees in your office. For these purposes you will be able to designate these people irrespective of any condition of the civil-service rules?

Gen. BARNETT. Not at all. We have got to get them from the civil service. We now have them from the civil service.

Gen. RICHARDS. They are there under civil-service rules.

The CHAIRMAN. They have taken civil-service examination?

**ARDS.** Yes; except where they were specially exempted their particular qualifications. Every place was filled with civil-service rules. The authority for their present was a lump-fund authority in the present naval bill of last year, and this particular appropriation to continue their employment for another year.

**r.** Regardless of the civil service?

**ARDS.** The people we now have who owe their appointment-service rules.

**PERSON.** In other words, we authorized you to dismiss titles and get some employees who were required to take examination, and you are doing that.

**ARDS.** Yes; and we will need them for another year.

**PERSON.** These are extraordinary positions, and you will or one year more, and this is a continuing appropriation to continue the thing that you inaugurated at that

**ARDS.** Yes, sir.

**AWLEY.** This is a new thing in our appropriation, because was in the naval bill and under Navy expenses.

**NETT.** Last year it was in the naval appropriation bill.

**ARDS.** We are asking that it be continued this year for Corps.

**ERMAN.** It was distinctly understood if that was put in year that it would disappear.

**NETT.** It was hoped so.

**ERMAN.** I do not like to apply the point of order on this but I ask you to take care of these clerks under a general

**NETT.** As you say, there was an agreement last year, but an agreement with us. It was an agreement with the hoped to get rid of them as fast as possible. We are of over 20 a month now.

**ARDS.** I made a report in my hearing as to the number that we are having to handle, and I stated in December then expected that that work would be going out of the 1st of next August, at which time there would be no

Gen. BARNETT. That is part of it. Besides, any time that Congress passes a bill giving an additional authorization of money in come the claims by the thousands, like the claims for the bonuses and the 54 cents mileage. It increases the work enormously. Any ruling that comes along from the comptroller will probably make 20,000 claims.

Gen. McCawley. Take these people off and the work will have to stop in my office; that is all.

Mr. McPherson. I am trying to find out how temporary it is.

Gen. BARNETT. You heard this morning here that by the passage of the law giving the bonus of \$60 a month to the soldiers that meant to us about 20,000 to 30,000 claims. It would have made 80,000, except that by that time we had discharged only 25,000 to 30,000. Those who were discharged had to be paid. When we discharge them now, which we are doing as fast as we can, they will be given their bonus, and if another bill is passed that will mean 80,000 claims, because the men are all out, practically.

Mr. McPherson. I realize what an immense work it is to keep these records.

Gen. McCawley. I have got rid of 34 per cent of the temporary clerks in my office since the armistice.

The CHAIRMAN. The next item reads, page 105:

In all, for pay of civil force, \$146,711.28.

That is quite an increase over last year, and you have already spoken of that.

Gen. BARNETT. Yes, sir.

The CHAIRMAN (reading):

And the money herein specifically appropriated for pay of the Marine Corps shall be disbursed and accounted for in accordance with existing law as "Pay of the Marine Corps," and for that purpose shall constitute one fund.

We authorized that in this bill and there is no limitation on it.

Gen. BARNETT. That is as to the amount?

The CHAIRMAN. I see no reason why we can not take that language out. Is there any reason why?

Gen. BARNETT. You will have a deficiency under numerous heads; that is all. It will have to go to the Appropriations Committee for everything. If you save a little on this and go a little farther on that, it will necessitate having a deficiency for that one item. It is the same wording exactly when you come to the Quartermaster's Department again for the same reason. It is pretty nearly a budget system where you have a fund to spend and you have to administer it to the best of your ability.

Gen. McCawley. The Treasury has encouraged this because it enables them to have a simplification of the bookkeeping.

Mr. KELLEY. Does that not tend to encourage the expenditure of more money?

Gen. BARNETT. No, sir; especially not in the Paymaster's Department, because his is absolutely a matter of arithmetic. The paymaster can not change his amount one iota, if he was extravagant. He can spend just so many dollars for so many men.

Mr. KELLEY. What is the advantage of having it and paying it out of the lump sum?

Gen. BARNETT. Because it is the easiest way of getting at the total amount.

**Mr. KELLEY.** Why not pay the Marine Corps out of this amount?

**Gen. BARNETT.** The Marine Corps is paid out of the amount appropriated under "Pay, Marine Corps," but the various amounts making up the total are shown in the bill.

**Mr. KELLEY.** That is the effect; that is what this does?

**Gen. BARNETT.** Yes.

**Mr. KELLEY.** You touched on the way the Navy does it, in a definite lump sum?

**Gen. BARNETT.** In order to enable us to come at the amount easier in the first place and to prevent bringing in a deficiency that would have to be taken up with the Appropriations Committee.

**Gen. McCawley.** The Army has done the same thing in the last appropriation bill in a number of its appropriations.

**Mr. KELLEY.** Is that a provision like this in the naval bill?

**Gen. McCawley.** In several places.

**Gen. BARNETT.** You might have three or four deficiencies on one item and a large balance of the total amount.

**Gen. RICHARDS.** That clause of the lump fund has always been in the act. I might say now that there is one additional reason now why it should be retained. In 1898 it was omitted and we added to the retired list after the act was passed Col. Robinson and two or three others. As their retirement was not anticipated when the estimates were written these officers were not specified by grade in the item of appropriation for retired officers. They were retired, however, in accordance with law. After the bill was enacted under a decision of the Treasury Department that clause making "Pay Marine Corps" one fund being omitted from the act, their grades not being specified, as stated, these old officers went without their pay for at least six or eight months, until the Congress could correct the error. Now, as we have consented to take the emergency fund \$50,000 out of this bill and there is no fund in there to take care of the officers who may retire through unforeseen circumstances, we could not consent to striking out this lump-fund provision, for then some wounded or disabled officer whom we do not now know may be retired and he ought not in such a case go without his retired pay.

**The CHAIRMAN.** Still we can save printer's ink and make it a lump sum and put this in.

**Gen. RICHARDS.** The pay of the Marine Corps has always been a lump appropriation; at the outset or beginning of my hearing I made a statement showing how that was expended last year.

**The CHAIRMAN.** The language referred to here applies only to civilians. Of course, it is not itemized.

**Gen. RICHARDS.** The language I refer to covers the whole pay of the Marine Corps.

**The CHAIRMAN.** If it applies to the whole pay of the Marine Corps, that language should be "In all, pay of the Marine Corps"—

**Gen. BARNETT** (interposing). "In all, pay, Marine Corps. \$18,532,281.28."

**Gen. RICHARDS.** "In all, for pay of civil force \$146,711.28, and the money herein specifically appropriated for the Marine Corps shall be disbursed and accounted for in existing law as pay of the Marine Corps, and for that purpose shall constitute one fund."

"In all, pay, Marine Corps, \$18,532,281.28."

The CHAIRMAN. That is all that is necessary to write in the bill, just that one paragraph. There is no use of putting these other provisions in it.

Gen. BARNETT. Except to apply the same thing for the Quartermaster's Department.

The CHAIRMAN. Just take it as a lump sum. Before we come to the heading "Maintenance, Quartermaster's Department, Marine Corps," let us talk a little about the personnel.

You told us the number of men you had enlisted in the Marine Corps.

Gen. BARNETT. 15,400.

The CHAIRMAN. It would indicate to me that you are doing very well. For what terms do you enlist them?

Gen. BARNETT. For two, three, and four years.

The CHAIRMAN. Are you satisfied with that length of enlistment?

Gen. BARNETT. I would like to have that made legal. We are doing that now under special authority. I would like to have that made the same as the Navy has it, because I think it is better. I would not recommend that the term be anything shorter than two years.

The CHAIRMAN. I am asking about a man's enlistment. I would like to know where these men are in the Marine Corps, and you said you would tell us.

Gen. BARNETT. The enlisted strength at posts and ships up to February 10, 1920?

The CHAIRMAN. We have 1,100 men on ships?

Gen. BARNETT. Yes.

The CHAIRMAN. Where will you find the other 15,000 or more?

Gen. BARNETT. I will account for every man in the Marine Corps and show exactly where he is.

The CHAIRMAN. We will understand from the station about what service he is performing?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Now, let us take up as to the desertions.

Mr. PADGETT. Before he gets away from that distribution, that shows the distribution of the 15,000 that you have on hand now?

Gen. BARNETT. Yes, sir.

Mr. PADGETT. I wanted to ask if you have any similar tabulations showing what the necessity is and how you propose to distribute the 27,400 men that you are asking for?

Gen. BARNETT. I have that also. It is on the same statement, which will be a part of the record.

Mr. PADGETT. So as to show the need that there is for those and where you are going to use them, and how?

Gen. BARNETT. We have all that brought up to date of January 8, the established authorized strength and the recommendation of the major general commandant. That accounts for the 27,400 men.

Mr. KELLEY. How many should be there on the ships under the new estimate of ships in commission for the coming year?

Gen. BARNETT. We have them on all the ships that are authorized now. Of course, not all the battleships are in commission and we are holding crews for them.

Mr. KELLEY. I asked you how many would be on the ships to be kept in commission the coming year.

Gen. BARNETT. On the ships of the active fleet there are 1,580. Some of these have to be replaced from time to time. The ships that are building have 1,024, which, with the 1,580, makes about 2,600. That, of course, does not include any new ships building.

Mr. KELLEY. It is about 2,600, then?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. That is the whole number for the coming year?

Gen. BARNETT. As far as I know, on all the ships to go into commission.

Mr. KELLEY. You need 25,000 men for the various land activities?

Gen. BARNETT. Yes, sir. There are 4,000 in Haiti and San Domingo.

Mr. KELLEY. Where is the greatest need at the present time?

Gen. BARNETT. Under Gen. Lejeune's command at Quantico.

Mr. KELLEY. That is for training?

Gen. BARNETT. Yes; for advanced training. Paris Island is the recruit station, where all east coast recruits are sent for preliminary training. We want it at Quantico for two purposes—one is for a school which is going to increase, and another, and most important, thing is to have what the Navy Department wants there for expeditionary and advance base duty. I have a positive order from the Navy Department to keep at all times 6,000 men as an expeditionary force. I have none of them now.

Mr. KELLEY. What is suffering?

Gen. BARNETT. That is suffering right there.

Mr. KELLEY. Where would they send them if they had them?

Gen. BARNETT. That is for the Navy Department to determine. They are needed whenever there is an occasion to use them, and a short time ago we thought we might have to send them to Vera Cruz and Tampico. We are also figuring on an advanced base for the west coast. That is what they are building at San Diego for.

Mr. PADGETT. In your distribution there do you show how many are required and how many are expected to be placed, for instance, at stations such as the Philippines and in Central America, etc.?

Gen. BARNETT. Every single place in the world. Every place is here and every ship, by name.

Mr. PADGETT. Also showing the character of the need?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. That is what I was trying to find out. He says he has 1,500 men at sea, and under this he has 14,000 left for the shore activities. I was trying to find out just what particular places were suffering now because of lack of marines.

Gen. BARNETT. I have told you that I had an order from the Navy Department that eats up the number that I would have in reserve, including the west coast expeditionary force.

Mr. KELLEY. Your order from the Navy Department is to have several thousand men at Quantico and several thousand men at San Diego waiting to be used for any purpose for which they may be required?

Gen. BARNETT. That is right.

Mr. KELLEY. There is no particular service just now, luckily for them; they are for emergencies.

Gen. BARNETT. Luckily, we are not using them just at present. Otherwise we could do away with them, just the same as in the Army they might do away with a great many posts.

Mr. HICKS. The Marine Corps, it seems to me, is similar to a fire department in a city. You never know where a conflagration is going to break out, but when it does you want action.

Gen. BARNETT. If you knew there was not going to be any trouble you could provide accordingly. We have not enough men for Haiti and San Domingo. Mr. McIlhenny, in Haiti, just wrote and said that we ought to have more men there for Haiti, and the governor of San Domingo has just earnestly requested 500 more men. I have lately sent 200 to Haiti and San Domingo and taken some from the Virginia Islands because we need more men in Haiti and San Domingo.

The Navy Department has a very strong request from the State Department to immediately bring the number in Haiti up to 1,800.

Mr. HICKS. Just what is the situation in Haiti?

Gen. BARNETT. We have trouble there at all times. They are always breaking out there somewhere. We ought to have more men there, and I will say absolutely frankly that if it were an Army duty in Haiti and San Domingo they would not want a single man less than double the number of people that we have there now. That would be the least they would have there. We have not much more than one-half the number that we ought to have in San Domingo and Haiti. They are scattered in those countries. They are located on shore; they are located in many different places.

Mr. HICKS. Why don't you take some of them away from the navy yards and put them where they are more urgently needed. You had these 475 men at League Island and 224 of them doing guard duty?

Gen. BARNETT. I have taken away all that I could get from the navy yards.

Mr. KELLEY. How many officers are commissioned altogether?

Gen. BARNETT. We have 1,003 officers.

Mr. KELLEY. How many men are working in that great industrial center, Philadelphia Navy Yard?

Gen. BARNETT. I should say about 8,000.

Mr. KELLEY. Take a private business of similar character outside employing 8,000 men, they would not have that many guards.

Gen. BARNETT. I have no idea what they would have at all.

Mr. KELLEY. Who fixes the number of men required?

Gen. BARNETT. The commandant makes the request to naval operations. Naval operations decides what they need and it comes to me, and we provide every navy yard in the United States in accordance with orders from operations. This year they have had to be decreased on account of the shortage of men. I was discharging duration-of-war men as fast as possible and I could not keep them at the different stations indefinitely.

Mr. KELLEY. How many men did you leave up there?

Gen. BARNETT. Four hundred and fifty-two men. They are not all doing guard duty of any kind. Part are at the advanced base being trained on guns and artillery, etc., and in taking care of advanced base material.

Mr. KELLEY. I understand that you use them for that purpose. How many are there for guard duty taking care of property?

Gen. BARNETT. It is a matter of record this morning.

The CHAIRMAN. Two hundred and thirty-four is my recollection.

Gen. BARNETT. I gave that in the record this morning.

Mr. KELLEY. From a civilian's point of view it seems to me like an excessive number of men guarding property?

Gen. BARNETT. You make a mistake in thinking that is the number of people on guard duty. They are not.

Mr. KELLEY. What are they?

Gen. BARNETT. They are attending to the searchlights, attending to advance-base equipment, which is enormous, and also keeping up in military training. We have not moved the advanced base to Quantico yet, because the buildings are not ready. We have just got the buildings from the Shipbuilding Corporation to move our advance base to Quantico.

Mr. KELLEY. I want to get it into the record fully and a little more in detail what these men do that are not on guard duty.

Gen. BARNETT. They drill and take care of guns and searchlight equipment and signal equipment, and take care of the motor transport stored there. They have a great many things. They are soldiers. They are not doing guard duty alone. They have a guard detachment by itself.

Mr. KELLEY. If you are short of men, why don't they take them off of ships?

Gen. BARNETT. No, sir; I have not touched the men on the ships. I did not take duration-of-war men because I do not want to be accused of sending men to France at the expense of what the Navy needed.

Mr. KELLEY. Then the reason why there are so few on the ships is what?

Gen. BARNETT. Not only ships are out of commission, but other ships in use have not crews enough.

Mr. KELLEY. Is it possible of this large number at Philadelphia that a good many are there because ships are there out of commission for the present?

Gen. BARNETT. Partly so. We have one whole guard there for the *Tennessee*, holding them for the *Tennessee* until she goes into commission.

Mr. PADGETT. The *Tennessee* is at New York.

Gen. BARNETT. But we are holding the guard at Philadelphia. We have no suitable barracks at New York for the marines at all. So we have to keep these men at Philadelphia.

Mr. KELLEY. Is that more likely to be the explanation than some of the reasons you gave? These men are held there because the ships are being held?

Gen. BARNETT. That is part of the reason.

Mr. KELLEY. Suppose all these ships were out at sea? How many men would you have there at the Philadelphia Navy Yard?

Gen. BARNETT. The number required for guard duty, plus the number necessary to keep up the post duties.

Mr. KELLEY. You have 500 men for Philadelphia now?

Gen. BARNETT. About that number.

Mr. KELLEY. The three dreadnaughts, and many of the other ships are there, and can not go out to sea because they have not the personnel, and that necessarily keeps the marines there, too. It keeps the ships out of commission and the marines with them.

The CHAIRMAN. In time of war?

Gen. BARNETT. Besides that, they have guards located at the Philadelphia Navy Yard, and the yard fire department is entirely managed by marines. There is also a prison guard there.

The CHAIRMAN. About how many men would there be on one of the predreadnaughts?

Gen. BARNETT. Sixty-five.

Mr. KELLEY. There must be 13 up there.

Mr. KELLEY. If a ship puts in up there for any reason and must remain for weeks or months, what do you do with the marines?

Gen. BARNETT. The men go to the barracks if there is going to be delay and the ship is not habitable.

Mr. KELLEY. How many marines have you at Mare Island?

Gen. BARNETT. One thousand and sixty-four.

Mr. KELLEY. That must be because the ships are laid up.

Gen. BARNETT. No; that is the transit station of the west coast; it is a recruit training station depot. All of the recruits from the western district and the mountain district go to Mare Island for their training, and in the east of the country to Paris Island, S. C., for their training; that is, the recruits.

Mr. KELLEY. That includes those for training. I mean those equipped for service?

Gen. BARNETT. For the service, that is the total number of men.

Mr. KELLEY. How many have you at Hampton Roads?

Gen. BARNETT. We have none there. At Norfolk we have, but we have none at Hampton Roads.

Mr. KELLEY. How about Puget Sound?

The CHAIRMAN. How did they come to overlook Hampton Roads?

Gen. BARNETT. We have some at Norfolk Navy Yard but none at the base. At Puget Sound we have 206.

Mr. KELLEY. How many have you at Norfolk Navy Yard?

Gen. BARNETT. One hundred and fifty.

The CHAIRMAN. We have about 36 ships now in the first and second line. They would average perhaps 70 marines to each.

Gen. BARNETT. About 70 or 75.

The CHAIRMAN. If they were all being commissioned, you would want about 2,000 for all those ships of war?

Gen. BARNETT. But we have quite a number of cruisers, too. I have here a whole list of them. Besides the battleships, the *Wilmington*, *Seattle*, *Brooklyn*, *Chester*, *Atlanta*, *Minnesota*, *San Francisco*, *Connecticut*, *New Hampshire*. They have the guards taken off at present.

The CHAIRMAN. I did not presume that Congress was going to keep them in commission. It costs a great deal to keep ships in commission.

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Now, how about desertions? Let us come back to that. How does it compare with the prewar period?

Gen. BARNETT. The desertions are a little bit more. Of course, during the war they were practically nil.

The CHAIRMAN. During the war they had the excitement to keep them in. But since the war; how has it been since the armistice was signed?

Gen. BARNETT. We figure that up every year. After I figured it for this year from the ordinary course of correspondence which passed over my desk I would say it was getting better.

The CHAIRMAN. You think that condition is improving?

Gen. BARNETT. I do.

The CHAIRMAN. My recollection is that you were not much bothered with desertions in the Marine Corps.

Gen. BARNETT. No, sir.

The CHAIRMAN. I was anxious to know if desertions were materially increasing in the Navy and the Marine Corps over the previous period?

Gen. BARNETT. No. We have hardly been going long enough in peace time from the war time movement. But just from general observation, as it passes over my desk, I think it is improving.

The CHAIRMAN. I understood you to answer Mr. Kelley this morning that the character of the men you are enlisting now compares quite favorably with those enlisted prior to the war.

Gen. BARNETT. Yes.

The CHAIRMAN. Therefore, we might confidently expect the same good service from the Marine Corps as we had through the war.

Gen. BARNETT. Yes, sir. When we get into condition to give them proper training it will be so.

The CHAIRMAN. How about punishment now; how does that compare with the prewar period?

Gen. BARNETT. I have had no occasion to note that. There has been nothing unusual about it. There certainly has been no increase of punishments.

The CHAIRMAN. How many officers have we in the Marine Corps? We will deal with the personnel before we get to Gen. McCawley's

department.

Gen. BARNETT. We have 1,003 officers and there are 93 vacancies.

Mr. KELLEY. I know; but you can change it, can you not?

Gen. BARNETT. He can change it.

Mr. KELLEY. You might have 60 on a battleship instead of 100, or perhaps reduce the number to 50 or 40. Or the number of guards at the navy yard is not a fixed thing, and the number of men you have in reserve at Quantico. You might say you ought to have 5,000 and your predecessor might have said half that many.

Gen. BARNETT. Mine is fixed on authority, however.

Mr. KELLEY. I know; but somebody has to say how many that will be, and they can only approximate the needs.

Gen. BARNETT. Gov. Kelley, they do not set the number arbitrarily.

Mr. KELLEY. They can not look into the future and see how many they are going to need.

Gen. BARNETT. They can state the least number they need, and that is what they state.

Mr. PADGETT. With the duties on the ships, that is the least number!

Gen. BARNETT. The Chief of Operations has fixed this number, and he has authorized me to say to you that that is the least number that he can get along with.

Mr. KELLEY. But that is a matter of opinion. There has been more or less dispute whether any marines should be on ships at all.

Gen. BARNETT. I do not think there is now.

Mr. KELLEY. That has been a matter of dispute among naval officers for many years, hasn't it?

Gen. BARNETT. I do not think any good naval officers think that way now. We did not know exactly before how many men we would need or were necessary in Santo Domingo. The need arose suddenly, and we did not have enough men.

Mr. KELLEY. It is a matter of experience how many men you need, experience from month to month?

Gen. BARNETT. The need is learned by experience.

Mr. KELLEY. The number you needed last year is no criterion. You used to have only how many?

Gen. BARNETT. Ten thousand.

Mr. KELLEY. Now 27,400.

Gen. BARNETT. Yes; the Navy has grown enormously.

Mr. KELLEY. Have the difficulties grown enormously?

Gen. BARNETT. We did not have Haiti and Santo Domingo then. If we had had 5,000 more marines at the time of the Vera Cruz business it would have been much better.

Mr. KELLEY. Possibly it would have been as well if there had not been any at all, in view of the quick departure without permanent results.

Gen. BARNETT. That is a matter of policy. I do not know.

Mr. PADGETT. If it had, we were not responsible.

Gen. BARNETT. No, sir. The State Department a few weeks ago said that they would be glad to know that we had 10,000 men available in the Tampico oil fields.

Mr. KELLEY. I thoroughly understand that; but what I am getting at is this: You can not know how many you will need from year to year beforehand.

Gen. BARNETT. It is not an exact science, but it is as easy as to know how many policemen will be wanted in Washington.

says, because they were not with the Fourth Brigade at that time, were passed upon by this board which went over their record, of course, in connection with all the other officers of the service. Therefore no officers were overlooked. I am perfectly willing to do everything and to give everybody every consideration possible.

The CHAIRMAN. With 17,400 men we need 662 officers?

Gen. BARNETT. Six hundred and ninety-three officers.

Mr. PADGETT. In addition to that question, the question I asked the general was to show the need of the service for the number of men, and the law apportions the number of officers, and if there is a legitimate and proper need for 27,400 men, the existing law will provide for the officers required for that number.

Gen. BARNETT. May I say in that connection that I have with me here the report of the Secretary of the Navy. I have talked a great deal with the Secretary of the Navy about this. I talked with him before he wrote his annual report. In his annual report he was convinced by the talk he had with me and the talk he had with his Chief of Naval Operations of the necessity for 27,400 men, and he put it in his report. Now, only within the last few days I asked the Chief of Operations if in his hearings he had been questioned at all with reference to the number of men for the Marine Corps, and he said, "No; but you may say from me that I have gone into this question very, very carefully, and I have given you certain orders which I think you ought to be able to obey. And you may state to the committee from me that you can not obey my legitimate orders with less than the number of men asked for, 27,400."

Mr. KELLEY. It would make quite a good deal of difference as to the number of men needed in your department, in your bureau for service as to how many ships the Bureau of Operations were able to keep in commission and the number of men that the Bureau of Navigation would need?

Gen. BARNETT. No, Gov. Kelley, that would not make much difference. The principal difference would be in being able to carry out the reason for the existence of the Marine Corps; that is, to have an expeditionary force to serve with the Navy. Now, some people without thought will argue that in case an expeditionary force is desired you can get a company or battalion from the Army. You can not do that. They do not work together well. They are not under the one command. While in the Navy, the Marine Corps is under the same command. We feel that we are a part of the Navy and they want us, while a company or battalion from an army they would not want. We have got to have some force in the Navy to do more than the Navy do, and that is what this expeditionary force is for.

Mr. PADGETT. You omit a very important qualification. The landing of marines is not an act of war, but to land soldiers, to send an army, is an act of war.

Gen. BARNETT. That is a policy that is recognized the world over.

Mr. PADGETT. You can not land a soldier in a foreign country except as a hostile act, while marines are landed as a peaceful act.

Mr. KELLEY. The number of marines needed is not an exact science.

Gen. BARNETT. It is an exact science with me when I get an order from the Chief of Operations.

Gen. BARNETT. No; it would not; and the best experience in the service says it would not, because I have orders to have at Quantico 6,000 men for that purpose. That is determined by competent authority. That is not snap judgment, and that is the judgment of not only one man, the chief of operations, but that is the judgment of the planning section, headed by Admiral Oliver. It is not a snap judgment. This planning section makes certain plans, and they want a certain number of ships and a certain number of men held for a certain thing. They plan this, that, and the other thing, and in their wisdom they have said to the chief of operations that we ought to have so many men. Unless you can have some confidence in the people whose business and whose life work it has been, then we are at sea, that is all.

Mr. KELLEY. It is largely a matter of judgment after all. It is a future proposition. Nobody can definitely say, and some men can see better than others.

Gen. BARNETT. Of course.

Mr. KELLEY. And at the same time it is pretty difficult for me to see how many marines you are going to need.

The CHAIRMAN. But did not Gen. Lejeune have to deal with men who had volunteered during the war?

Gen. BARNETT. All of them were volunteers.

The CHAIRMAN. I understood that they were men who had volunteered during the war period.

Gen. BARNETT. Practically all of them.

The CHAIRMAN. They did quite well, it seems to me. History is going to preserve the record that they did very well, indeed.

Gen. BARNETT. Yes; some went into battle almost immediately after they landed in France. I think there was one replacement battalion that went straight from the coast to the battle front.

The CHAIRMAN. And we are going to appropriate for what we think is a peace period?

Gen. BARNETT. Yes; entirely.

The CHAIRMAN. We had no trouble in recruiting this distinguished corps up to 80,000 men, and a great many of those men served with Gen. Lejeune in the Argonne.

Gen. BARNETT. Most of them, a large percentage of them.

Mr. VENABLE. I did not understand, Mr. Kelley, what you said about having 2,500 men.

Mr. KELLEY. He has only 1,000 men at Mare Island, and a few at Quantico, and I asked if he had 2,500 on each coast, instead of 1,000 on each coast, if that would not answer the purpose and he said it would not.

Gen. BARNETT. It would not in any sense.

Mr. KELLEY. That would give you 20,000 men. If you had 120,000 men in the Navy that would be the right proportion.

Gen. BARNETT. As to that proportion, I never have made any argument about one-fifth. That one-fifth came up in this way: There was a controversy about how many men should be in the Marine Corps. Just at that time, from figuring the men we needed here, there, and at the other places it happened to come to about one-fifth. There was an argument as to whether it should be one-fifth or one-quarter, and it was thoroughly thrashed out by the general board.

everybody had a hearing and it was decided that one-fifth was necessary then. From time to time the question has come up again, and I have said before this committee several times that I did not stand on one-fifth. One-fifth is no magic word. As I stated, a time would come during the war when it would not be advisable in any sense to use the word to ask for one-fifth the strength of the Navy. The Navy had 550,000 men. I never asked for one-fifth of that. It never crossed my head, and the number of men that you gave us, 75,000, was no more than was necessary. I conceived the idea, and I am perfectly sure it was absolutely right, that unless we got into that situation there would be no Marine Corps. I know I came to Mr. McGee at the time, the Army did not particularly want any more units, and I said to the Secretary of the Navy that we had a very good factory for turning out soldiers, and that in my own mind we would be derelict if we did not keep going full tilt, and we brought the number up to 75,000.

**Mr. KELLEY.** Suppose we should allow 20,000 men for the Marine Corps. Would it take care of the officers?

**Gen. BARNETT.** The number of officers are put at 4 per cent. Supposing with the number of discharges the number of men is decreased by 10,000. On that basis you would have to lose 400 officers. If you got rid of 7,000 men, you would get rid of 280 officers.

**Mr. KELLEY.** Could we reduce the number of officers by 280 and still take care of these officers?

**Gen. BARNETT.** No, sir; not take care of desirable temporary officers, because the number of officers is based on 4 per cent of the enlisted men. In that connection there was some question whether we had too many officers, but this is far from the facts.

**Mr. KELLEY.** Just a minute. There are a certain number of officers of the Marine Corps now, of course, who have done most gallant service; many of them abroad. Now, if by reducing the Marine Corps to 17,000 we were unfair to a large number of those that would not be a desirable thing to do?

**Gen. BARNETT.** It would not.

**Mr. KELLEY.** Now, what is the lowest point to which we can reduce the number and still do what is right by these officers?

Gen. BARNETT. Entirely so. When I say a peace basis I mean with the prospect that we always will have trouble in the West Indies or Central America, or something of that kind.

Mr. KELLEY. It is not war conditions that the Marine Corps has to deal with. You are asking for the number based upon all the conditions we have to meet.

Gen. BARNETT. In peace times?

Mr. KELLEY. That is the only time there is now.

Gen. BARNETT. Then, there is no use in having a Navy or anything else if there is to be no war in the future.

Mr. KELLEY. You are not asking for these men on the theory that we are going to have war?

Gen. BARNETT. Not war, no sir; but expeditionary service.

Mr. KELLEY. This is the expeditionary business that you are asking for?

Gen. BARNETT. That is all; not real war. When war came I asked for 75,000 men and you gave them.

Mr. KELLEY. You need 27,000 men for peace-time affairs, navy yards, ships, and for expeditionary duty?

Gen. BARNETT. And Haiti and Santo Domingo. Call it war or not, as you wish.

Mr. KELLEY. And for the reserve force on each shore?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Suppose Congress sees fit to appropriate for 100,000 men in the Navy. Would you need 27,400 men then?

Gen. BARNETT. Yes; it has no connection with the one-fifth.

The CHAIRMAN. You never did take much stock in that one-fifth?

Gen. BARNETT. I never did take any stock in the one-fifth.

The CHAIRMAN. But nevertheless 27,400 is about one-fifth of 143,000!

Gen. BARNETT. Yes, sir. I do not think that anybody in the Navy would seriously consider that question of one-fifth. I do not think it means anything to any of them. I have heard numerous members of the general board say the same thing.

Mr. KELLEY. If you will let me refresh your recollection, as I remember it, Gen. Barnett stated that only about 2,600 are on ships.

Gen. BARNETT. Yes, sir.

Mr. KELLEY. Subtract that from the 27,400, and that leaves about 25,000 men that he would need in any event regardless of the Navy.

Gen. BARNETT. None of it is regardless of the Navy.

Mr. KELLEY. Regardless of the service on board ship.

Gen. BARNETT. We do not need any expeditionary force except with the Navy.

Mr. KELLEY. I know, but outside of the number of ships in commission you will need 25,000 men.

Gen. BARNETT. Yes, sir; including a thousand for aviation, a comparatively small force. We think that is all we will need for that. For another thing, we will need 3,000 men in Santo Domingo, and we must have men in Cuba, Nicaragua, in Guam, and in the Philippines. The number in Guam is woefully short.

Mr. KELLEY. That is, you have no adequate reserves.

Gen. BARNETT. We are woefully short in Guam, and Guam, let me tell you, is going to be heard from.

**Mr. HICKS.** I would just like to ask one or two questions in regard to aviation. As I understand the proposition of your Marine Corps, it is to have a thousand men in the aviation section of the Marine Corps?

**Gen. BARNETT.** Yes, sir.

**Mr. HICKS.** There has been considerable discussion in our committee in regard to the establishment of an aviation service, and the question I want to ask you is this: Whether in your judgment you think the Marine Corps is qualified to handle the aviation training for all the aviators of both the Navy and the Marine Corps?

**Gen. BARNETT.** I would not be at all in favor of that, sir.

**Mr. HICKS.** You prefer them to keep the aviators as they are now?

**Gen. BARNETT.** I would.

**Mr. HICKS.** The Navy aviators trained by the Navy Department and the marine aviators trained by you at Quantico?

**Gen. BARNETT.** I would; far and away. We are essentially soldiers. You can not mix them up and make the thing work well at all.

**Mr. HICKS.** You say you are soldiers. Why could not the Navy train all the aviators that are used in the Marine Corps?

**Gen. BARNETT.** Because they do not have the training for land work with troops. We must have the land training and the acrobatics. The land training is different from the sea training. They fly in the flying boats and we fly in fighting machines.

**Mr. HICKS.** But if the Navy should start a system of training for land machines, then we could do away with the aviation in the Marine Corps.

**Gen. BARNETT.** Except what we are requesting. We have a very small force. We do need an aviation force for service in the advance base outfit and expeditionary duty, and, just as the Navy must have a naval officer, the Marine Corps must have a Marine Corps officer. He must learn the soldier business. But at the two stations we have—we can not call them stations in the sense of naval aviation stations, and they are exceedingly small—I would go ahead with the Parris Island station, just as we have; keep it as a station, just as we have, for flying up and down the coast. We have certain hangars there,

concentration we might consolidate the two stations at Paris Island and Quantico.

Gen. BARNETT. Mr. Hicks, I said a moment ago that I intend to keep up Paris Island simply as an aviation facility place, keep up a very small force there which will be used mainly for taking care of the buildings and certain other things which are now under contract. I would not appropriate any more money, and if the time should come when there would be no aviation personnel there, it would be a good landing and filling station for Navy planes flying up and down the coast.

Mr. HICKS. But the chief operations could be handled at Quantico?

Gen. BARNETT. Yes, sir.

Mr. HICKS. And therefore the Paris Island would be an operating station?

Gen. BARNETT. Just for aviation facilities.

Mr. BRITTEN. What about recruits?

Gen. BARNETT. Recruits do not fly. Paris Island is essentially a recruit station.

Mr. BRITTEN. So that there is no intention as far as you are concerned of merging those two stations in a general sense?

Gen. BARNETT. I think it would be fatal.

The CHAIRMAN. General, how much will it cost to maintain that station at Parris Island?

Gen. BARNETT. The appropriation requested for this year was \$60,000, and there are contracts going on outside of that. The upkeep will be very small and it is believed the appropriation requested this year can be omitted.

The CHAIRMAN. You want aviators in the Marine Corps, as I understand it, educated by the Marine Corps. That is perfectly rational. Now, you are of the opinion, however, that the young men that we are educating in the Marine Corps for flyers would not be suitable to fly in the Navy along with the Navy.

Gen. BARNETT. I think certainly they can.

The CHAIRMAN. Well, why not increase or enlarge the aviation service of the Marine Corps so that we could supply flyers for the Navy: because the other day it was said that after these men reached a certain age when it might be desirable to take them off the machines they could go right back in line and perform their regular duties as line men.

Gen. BARNETT. You will hear every naval officer say, and I agree with him, that the naval aviator should be an officer as well, be trained in the duty of the line officer of the Navy.

Mr. VENABLE. Most of the naval aviators, or practically all of them, use a flying boat?

Mr. BARNETT. Yes.

Mr. VENABLE. That is because the duties of the Navy are all water duties?

Gen. BARNETT. Yes, generally.

Mr. VENABLE. Generally, yes. Now with the Marine Corps you have a combination.

Gen. BARNETT. Yes.

Mr. VENABLE. Primarily you are landing men and hence your flying is confined almost exclusively to land machines?

Mr. BRITTEN. How many rooms to a flat?

Gen. LEJEUNE. Four rooms and bath.

Mr. BRITTEN. Four rooms to an apartment?

Gen. LEJEUNE. Yes.

Mr. BRITTEN. Then each building is practically an 8-room building!

Gen. LEJEUNE. Two open rooms.

Mr. BRITTEN. Of the size of an eight-room building?

Gen. LEJEUNE. Yes.

Mr. BRITTEN. That seems like a small barracks building.

Gen. BARNETT. It is the size of all those down there.

Mr. BRITTEN. How long are these buildings in feet?

Gen. BARNETT. I do not remember.

Mr. BRITTEN. Approximately.

Gen. LEJEUNE. About 80 to 100 feet.

Mr. BRITTEN. And what is the depth?

Gen. LEJEUNE. Just room for a hallway and two small rooms.

Mr. BRITTEN. Have you a hallway between the rooms on both sides?

Gen. LEJEUNE. On one side.

Mr. BRITTEN. On one side, a passageway along the windows practically!

Gen. LEJEUNE. Yes.

Mr. BRITTEN. A building 100 feet long ought to afford more than four rooms.

Gen. LEJEUNE. I think it is less than 100 feet. There would be a little sitting room, a dining room, two bedrooms, or two good-sized bedrooms, or three small bedrooms, kitchen, bathroom, and pantry.

Mr. BRITTEN. That is a six-room apartment. I am not counting the pantry or bathroom. You said two or three bedrooms, living room, dining room and kitchen. That would be a six-room apartment.

Gen. LEJEUNE. Yes.

Mr. BRITTEN. How many do you want to change?

Gen. LEJEUNE. As many as we can.

Mr. BRITTEN. If you have \$156,000?

Gen. LEJEUNE. It will accommodate 128 officers.

Mr. BRITTEN. I have always asked the question and no one has ever answered me definitely whether it is cheaper to provide accommodations and quarters or have the officer live on the outside.

Gen. BARNETT. I can assure you that within 18 months the \$156,000 will be saved and we will have the houses to the good.

Mr. McPHERSON. This includes the furniture?

Gen. BARNETT. Everything.

Mr. BRITTEN. When you say that, it is a good investment.

Gen. BARNETT. I can say it, if the quartermaster's figures are correct, and I take it they are.

Mr. BRITTEN. They usually are.

Gen. LEJEUNE. One point I would like to make is that the General is not asking for an appropriation.

Mr. BRITTEN. I do not quite agree with the idea that it is not an appropriation. I think it is. The mere fact that you have \$6,000,000 or \$8,000,000 left over out of a war fund, and you want to use this \$156,000 out of an unexpended balance, does not convey to me that it is not an appropriation.

Gen. BARNETT. That is why we are coming to you and not spending it.

Mr. VENABLE. He means you would not have to add it to the tax bill.

The CHAIRMAN. It was limited last year to \$10,000. This is more than \$10,000. You did not ask us our opinion as to taking \$50,000 to \$75,000 out of that fund last year. Am I right in that?

Gen. BARNETT. Yes.

The CHAIRMAN. Then I am not going to give you any advice and I am not going in any way to sustain you until I see the marines down there. When I see the necessity for officers there I will be glad to assist you.

Gen. McCawley. Mr. Chairman, if you decide to keep Quantico as a permanent base, as I suppose you intend to, as you bought it, steps ought to be taken to fit it as a permanent base.

The CHAIRMAN. Tell me, how much money has the Marine Corps spent on that post, including the purchase of the land?

Gen. McCawley. I have it right here—\$5,183,000, plus the cost of the land, \$475,000. But if we had not had that post the Marine Corps could never have done what it did during the war. Quantico and Paris Island saved the Marine Corps. It was a war emergency that had to be met.

Mr. BRITTEN. I think it is up to Congress to give some consideration to the establishment of a permanent improvement.

Gen. McCawley. It is a waste of money to go on on this temporary basis longer.

Mr. BRITTEN. A little white lead and oil will make it last. Have you painted the buildings since last year?

Gen. LEJEUNE. They have all been given a coat of paint.

Gen. McCawley. I was suggesting that we ought to take steps toward starting in with the permanent improvement of that post, and I had a suggestion to offer to the committee, that as we are going to turn in between \$6,000,000 and \$8,000,000 this year, you authorize not to exceed \$2,000,000 of the unexpended balance to be used for the permanent development of that post.

The CHAIRMAN. You have the money, General?

Gen. McCawley. Yes, sir; but I can not use it unless you give me authority. It must be turned into the Treasury on July 1.

The CHAIRMAN. You could appropriate it for certain purposes, and you have it on hand?

Gen. Barnett. We can not use it.

The CHAIRMAN. It was taken out of a war fund, wasn't it?

Gen. Barnett. Not out of our regular appropriation.

The CHAIRMAN. It was set apart for the use of the Marine Corps?

Gen. Barnett. Yes, sir. But there is a special limit of \$10,000 for any building.

Mr. McPherson. You can not use it unless this limitation is removed?

Gen. Barnett. No.

Mr. Britten. Just what would you do with \$2,000,000 next year?

Gen. McCawley. We would start in by building permanent barracks, building a power house that would be necessary, and—well, whatever it was considered necessary to start the post with.

Mr. Britten. Have you made a schedule showing how that \$2,000,000 would be spent if we were to appropriate it?

Gen. McCawley. Not yet; no, sir. There is a report of a local development board to the post commander detailing what, in the judgment of that board, should be done toward starting a post.

Mr. Britten. A permanent plan? Will you insert that in the hearing just as it is?

Gen. McCawley. Yes. And the whole thing is outlined by the blue print, which shows exactly what they intend to do and where to locate certain activities.

Gen. Barnett. That is a report made to Gen. Lejeune.

Gen. McCawley. Gen. Butler was the senior member of this board.

Mr. Britten. Just hold that until to-morrow. Let us have it to-morrow when more members are present.

The CHAIRMAN. In the appropriation bill of July 11, 1919, we find this [reading]:

In all, for the maintenance of Quartermaster's Department, Marine Corps, \$23,429,328; and the money herein specifically appropriated for the maintenance of the Quartermaster's Department, Marine Corps, shall be disbursed and accounted for in accordance with the existing law as maintenance, Quartermaster's Department, Marine Corps, and for that purpose shall constitute one fund.

Now, of that money, Gen. McCawley, there was set apart for Quantico \$10,000.

Gen. McCawley. Not out of that fund.

The CHAIRMAN. Out of all the funds?

Gen. McCawley. The previous year we spent some.

The CHAIRMAN. That has accumulated; yes, but you find in here a limitation of \$10,000.

Gen. McCawley. Since then we have not spent any money.

The CHAIRMAN. I am not criticizing in the least. That is where the stumbling comes.

Gen. McCawley. Yes.

The CHAIRMAN. The limitation of Congress of \$10,000?

Gen. McCawley. Yes, sir.

The CHAIRMAN. And therefore you think that it will require Congress to remove it in order to enable you to expend it?

Gen. BARNETT. Entirely.

Mr. BRITTEN. I am not quite clear in my own mind yet as to where this amount, between \$6,000,000 and \$8,000,000, has come from.

The CHAIRMAN. It is in this bill.

Mr. BRITTEN. Has some come out of previous years?

Gen. McCawley. The \$6,000,000 or \$8,000,000 that I expect to turn in will all come out of this year.

Mr. BRITTEN. Where does it come from, specifically?

Gen. McCawley. From this one appropriation, this "Maintenance, Quartermaster Department, Marine Corps," and under its various subheads, the total amount will be between \$6,000,000 and \$8,000,000.

Gen. BARNETT. We got rid of men much faster than we expected to.

Mr. BRITTEN. You mean you made your discharges much more quickly than you had expected, leaving this balance?

Gen. McCawley. We reduced so fast that—

Gen. BARNETT. You appropriated last year for not to exceed 27,400 men, and the average was way below that.

Mr. BRITTEN. It was your expectation to hold the average in the first six months and drop it in the last six months?

Gen. BARNETT. It was not my expectation. I did not know how soon they would come from France. The men came back much earlier than I expected, and we got rid of them at once.

Mr. BRITTEN. So out of that appropriation, because the average is very low, you are \$6,000,000 ahead?

Gen. BARNETT. Yes.

Mr. BRITTEN. And it was a specific maintenance appropriation for the present fiscal year?

Gen. BARNETT. That is absolutely correct.

Gen. McCawley. We are going to turn into the Treasury about \$40,000,000 from the year before.

Mr. BRITTEN. Unexpended balance?

Gen. McCawley. Yes, sir. The Marine Corps will turn back \$50,000,000; that is, the Quartermaster's Department.

The CHAIRMAN. That is splendid. I am glad the quartermaster has so carefully used that money. Think it over to-morrow before you ask for \$2,000,000.

Mr. BRITTEN. I wish you would on to-morrow show the committee specifically, or as nearly as you can, what you are going to do with that \$2,000,000.

Gen. McCawley. I can not, because it is not within my province to do it. It is within the province of Gen. Barnett to determine what he desires to start with first.

Gen. BARNETT. While that would be up to me for decision in a certain way, I would do just what I did here. I ordered a board at Quantico, composed of Gen. Butler, Col. Cutts, Col. Roosevelt, Lieut. Commander Jenkins, and Lieut. Brady, civil engineers, to go into the proposition and locate where the activities of the Marine Corps should be at Quantico; to go and see, if you authorized us to build new barracks, just what site should be selected, etc.

Mr. BRITTEN. I do not understand how you can arrive at a \$2,000,000 figure without having some policy.

Gen. McCawley. It is an appropriation.

Mr. BRITTEN. I can only speak for myself, but I am inclined to think the committee will not take your proposition seriously unless you can at least approximate some permanent policy for improvements.

Gen. McCawley. Let me suggest one thing, instead of demanding that we have the information ready to furnish to-morrow, why not suggest to us that we be required to furnish that information and submit it in the hearings, so that when you come to consider us—

Mr. BRITTEN. That is very good. I would like to get the committee's action on it.

Mr. VENABLE. A detailed plan of what you propose to do.

Gen. McCawley. We can give it in a tentative way.

Mr. BRITTEN. As best you can, and put it in the hearings.

(Thereupon the committee adjourned until Saturday, February 28, 10.30 o'clock a. m.)

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Saturday, February 28, 1920.

The committee met this day at 10.30 o'clock a. m., Hon. Thomas S. Butler, Chairman, presiding.

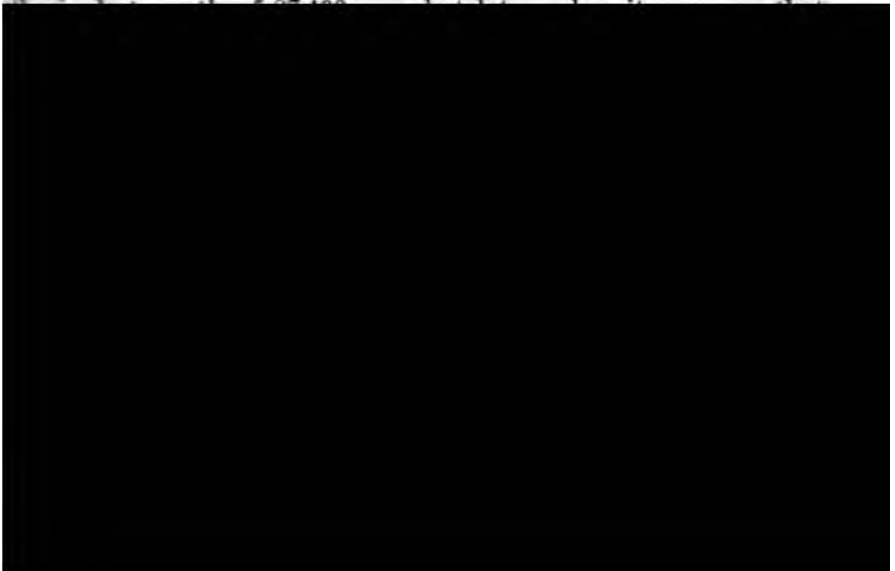
The CHAIRMAN. We will ask Gen. McCawley to take up this morning the items for maintenance, Quartermaster's Department, beginning at page 105.

MAINTENANCE, QUARTERMASTER'S DEPARTMENT.

**STATEMENT OF BRIG. GEN. CHARLES L. McCAWLEY, Quartermaster, United States Marine Corps.**

Gen. McCawley. Mr. Chairman, before taking up the estimates under this heading in detail, I would like to make a general statement in connection with these estimates.

In submitting, in October last, the original estimates of the Quartermaster's Department, Marine Corps, for 1921, a total of \$1,922,641 was named as being required for the maintenance of the



The total amount as now shown in Draft No. 1 of the naval appropriation bill is, therefore, \$11,704,119 less than the original figures.

Since the armistice the strictest possible economy in expenditures consistent with efficiency has been exercised, and all contracts that could be canceled were canceled and certain surplus war material disposed of by sale. In addition, \$27,000,000, which was appropriated for war purposes in the naval act approved July 1, 1918, for the fiscal year 1919, has been turned into the Treasury, and it is estimated that at least \$13,000,000 more of the unexpended balance, of the same fund on hand to-day, will also revert to the Treasury, June 30, 1921, or a total refund of \$40,000,000.

The CHAIRMAN. Could it be turned back now?

Gen. McCawley. Under the law it goes back in two years.

The CHAIRMAN. You have the authority to use it for two years, but could it not be turned back now, so the Treasury could have the use of it? Of course, we can not take jurisdiction of that fund here; that would have to be done through the Committee on Appropriations.

Gen. McCawley. If the law permitted it, I would have no objection myself, as all of our accounts against it are practically closed. There are a few that might drift in, but that possibility could be covered.

The CHAIRMAN. In your judgment, there will be \$13,000,000 more to be turned into the Treasury hereafter, and \$27,000,000 has already been turned back to the Treasury?

Gen. McCawley. Yes; and that makes a total of \$40,000,000.

It is also estimated that there will be a saving in expenditures under the current fiscal year—that is, 1920—of about between \$6,000,000 and \$8,000,000, which will revert to the Treasury. The reasons for such large unexpended balances are the rapid demobilization of the corps, which now has a strength of 15,403 men, or 11,778 men below the authorized legal strength, and the use of the war surplus supplies, which necessarily resulted in very few purchases being made since the armistice.

Furthermore, surplus supplies have been sold and the money turned into the Treasury amounting to \$807,549.96, with probably \$500,000 more to be similarly credited; also there have been turned over to the Bureau of Supplies and Accounts of the Navy Department for sale miscellaneous supplies of an estimated value of \$2,131,105.84, and contracts amounting to \$665,224 were canceled. The Quartermaster's Department therefore has saved the Government so far a total of over \$50,000,000. In addition to the foregoing, the reclamation service, at an expense of \$11,645, reclaimed property valued at \$893,408.55. The conditions next year, however, will be altogether different, as the war surplus supplies will have been disposed of or reduced to a minimum, either by consumption or sale, and when the corps reaches its legal strength supplies will again have to be purchased in the market, where prices will have risen probably higher than they are now.

The Quartermaster's Department has always prided itself upon a strictly economical administration, and no funds have been asked for of the Congress that it was believed at the time were not actually required; and if they were not expended, the balance has been turned into the Treasury.

Now, Mr. Chairman, with your permission I will take up the different subheads, beginning at page 105.

The CHAIRMAN. You may proceed.

#### PROVISIONS.

Gen. McCawley. In the act making appropriations for the naval service for the fiscal year ending June 30, 1920, approved July 11, 1919, enlisted men of the Marine Corps, except when detailed by the President of the United States for duty with the Army, are placed on the Navy ration basis, under such rules and regulations as may be prescribed by the Secretary of the Navy. This went into effect January 1, 1920.

Since the act of March 3, 1891, the enlisted men of the Marine Corps on shore duty in the United States have received the Army ration, except that in certain cases in the island possessions and on foreign stations where it is impracticable to furnish the Army ration, the Navy ration was allowed.

When the original estimates for 1921 were prepared, September, 1919, by the Quartermaster Corps, they were based on a 60-cent ration, which was the rate then authorized for the Navy by the Secretary of the Navy under date of July 26, 1919, and commutation of rations at \$1.25 per diem per man, which was the rate in force at that time for men serving where it is impracticable to furnish rations in kind.

This commutation rate was subsequently increased to \$1.60, and for enlisted men on recruiting duty was increased to \$2.25 per day per man by the Secretary of the Navy, and these rates must be followed by the Marine Corps. The ration allowance has also been twice increased by the Secretary of the Navy since these estimates were submitted.

The original estimates under this subhead, even before all these increases became effective called for \$5,815,000 for 27,400 men, which sum was arbitrarily reduced by the Secretary of the Navy to \$4,500,000. In view of the increased cost of foodstuffs, and the additional sums that must be paid from this appropriation by the in-

Gen. McCawley. \$212,230.

Mr. BRITTEN. That is the amount per thousand for the rations for the men?

Gen. McCawley. Yes, sir.

Mr. BRITTEN. And for 27,400 totals how much?

Gen. McCawley. It totaled \$5,815,000. That is what I based my estimates on. Now basing the cost of rations per man daily at 68 cents, which is the sum estimated by the Navy as shown on page 77 of draft No. 1 of the naval bill, it is estimated that the sum of \$6,727,000 will be necessary, or \$2,227,000 in addition to the sum specified in draft No. 1 on page 106, and \$912,000 more than my original estimates will be required to meet the expenses of subsisting these men for one year, provided they are all in the service during the entire year, and I suggest that that amount be appropriated.

There can be no discretion allowed in expenditures under this appropriation, as the men in the service by law are entitled to certain food, and with whatever sum is allotted by the Congress we will do the best we can and ask for a deficiency if that sum is insufficient.

Mr. BRITTEN. You said if the sum is appropriated?

Gen. McCawley. Yes.

Mr. BRITTEN. You mean the \$5,815,000?

Gen. McCawley. No; I mean with whatever sum is appropriated I will do the best I can. I have stated that since the estimates were submitted the ration has been twice increased in cost, and now it is 68 cents, and therefore the sum required for 27,400 men will be \$6,727,000 if all men are in service.

Mr. BRITTEN. When you suggest this appropriation you do not seriously believe you will have 27,400 men in the Marine Corps on July 1, do you?

Gen. McCawley. No; I imagine we will not; but I must estimate for 27,400 men for the entire year.

Mr. BRITTEN. You have to estimate, and we appropriate.

Gen. McCawley. Yes.

Mr. BRITTEN. And when you suggest that we appropriate \$6,727,000, that suggestion must be based on 27,400 men from July 1?

Gen. McCawley. That is what I stated, and the analysis which I file here will show you how this sum is to be expended:

*Appropriation "Maintenance Quartermaster's Department, Marine Corps";  
analysis of subhead provisions.*

	Estimated 1921, 27,400 men.	Expended 1919, 75,500 men.
Rations in kind.....	\$5,784,797.00	\$5,644,283.94
Subsistence while traveling.....	75,000.00	1,212,445.85
Commutation to clerks and messengers.....	350,400.00	400,046.37
Board and lodging of applicants.....	52,000.00	146,633.89
Commutation men on recruiting duty.....	404,803.00	705,136.68
Maintenance of ice machines.....	20,000.00	47,554.02
Subsistence in hospitals.....		13,251.37
Low.....	40,000.00	101,961.01
Labor.....		5,739.27
Freight and handling.....		4,306.66
Total.....	6,727,000.00	10,325,359.16

\* Subsistence on naval vessels not received for third and fourth quarters.

\* Includes only rations for men in hospitals in Haiti and Santo Domingo.

Mr. BRITTEN. How many men do you think you will have on July 1?

Gen. McCawley. Gen. Barnett states we will have 19,700, but, of course, there may be a sudden spurt in recruiting and the corps might be filled by July 1.

Mr. BRITTEN. That is based on the estimate that you will have 3,000 reenlistments between now and June 30?

Gen. BARNETT. Including the whole month of February.

Gen. McCawley. My estimate is based entirely on the fact that we will have 27,400 men for every day in the year, and I have so stated. I doubt if we will have that many at the beginning of the year.

Gen. RICHARDS. I might add, Mr. Chairman, that the pay figures are based upon the same assumption that there will be 27,400 men from the 1st of July, 1920, to the 30th of June, 1921. These figures may be revised, corresponding to what may be expected to be enlisted, as the corps grows from now on.

The CHAIRMAN. Then has Gen. McCawley given Mr. Britten the correct figure?

Gen. RICHARDS. Yes. The cost per man was put in my hearing yesterday. That average cost in pay and maintenance is a little over \$1,500 per man.

Mr. McPHERSON. Is the amount you gave for rations per thousand men based on the rate of 68 cents per man per day?

Gen. McCawley. The original estimate of \$5,815,000 is based upon a 60-cent per day ration, not a 68-cent per day ration.

Mr. McPHERSON. Then you ought to correct the figure you gave Mr. Britten.

Gen. McCawley. I stated that the \$212,230 for 1,000 men was based on the original estimate of \$5,815,000, or on the 60-cent ration.

The CHAIRMAN. Then we have sufficient data by which we can make our own calculation?

Gen. McCawley. Yes, sir.

The CHAIRMAN. That will be in the record, and we can use that if we find it necessary?

Gen. McCawley. Yes, sir.

Mr. BRITTEN. Then the unit basis of \$1,513 per man will take in not only pay and subsistence but every item of expense that comes under any branch of the Marine Corps?

Gen. RICHARDS. The amount of \$604,207 per thousand men, officered, embraces only pay; the amount of \$909,580 per thousand embraces maintenance, which includes not only subsistence but all other items go into the appropriation for maintenance; pay and maintenance give the cost of \$1,513.78 per man.

Mr. HICKS. Does the amount of \$1,513.78 per man include, in addition to clothing, pay, and rations, also each man's proportion of heat and light and everything in the barracks?

Gen. RICHARDS. Yes, sir; everything.

Mr. HICKS. So that by reducing the number per thousand, according to the number of men we decide to provide for, we could bring it down to the right amount by taking \$1,513.78 as the unit cost per man?

Gen. RICHARDS. Yes, sir; that is the idea.

Gen. McCawley. On page 105, under the subhead of "Provisions," you will see some words have been stricken out. That is simply a rearrangement.

The CHAIRMAN. Those words are "Commutation of rations to enlisted men regularly detailed as clerks and messengers." As I understand, that is to improve the verbiage of the paragraph, and you have inserted the same words further along in the paragraph, on page 106.

Gen. McCawley. Yes, sir. That is simply transferring that language to another part of the paragraph.

The CHAIRMAN. I want to know what that means.

Gen. McCawley. I am going to explain it. The words in italics, "enlisted men regularly detailed as clerks and messengers," are not new or additional words, but simply given a new location in the text, which change, if enacted into law, will give the Secretary of the Navy authority to specify the rate per diem for commutation of rations to enlisted men detailed as clerks and messengers in the staff offices in the same manner that he now is vested with authority to prescribe the commutation allowance of all enlisted men of the Marine Corps detailed on recruiting duty or traveling on duty. There is every reason why the system of these commutations should be uniform throughout the corps.

It simply places the authority in the hands of the Secretary of the Navy to do it, and he can give any commutation he sees fit.

The CHAIRMAN. You have inserted in substance the same language in the third and fourth lines on page 106, as follows: "enlisted men regularly detailed as clerks and messengers," so that it reads, "commutations of rations to recruiting parties, enlisted men regularly detailed as messengers, and enlisted men traveling on special duty, at such rates as the Secretary of the Navy may prescribe."

Gen. McCawley. Yes, sir.

The CHAIRMAN. It does not in any way enlarge the authority of the Secretary of the Navy and does not increase the amount of money to be appropriated?

Gen. McCawley. He gives whatever commutation he sees fit in his own judgment. He may increase it. At the present time those men are receiving the Army commutation of rations, and he may have the view that the Navy commutation should be granted.

The CHAIRMAN. The discretionary authority is in him?

Gen. McCawley. Entirely.

The CHAIRMAN. This does not increase the amount of money?

Gen. McCawley. Not a penny. He might see fit to reduce it.

Mr. PADGETT. As I understand it, it does enlarge the authority of the Secretary of the Navy.

Gen. McCawley. It simply includes these men detailed as clerks and messengers under his discretion, who are not under his discretion now, because the wording is in a different place.

Mr. PADGETT. They are not under his discretion at this time, and by transferring the language from where it is in the current law to where it is proposed to put it in this bill it enlarges the discretion of the Secretary of the Navy.

Gen. McCawley. Yes, sir.

Mr. PADGETT. By making it apply to these men?

Gen. McCawley. Yes.

**CHAIRMAN.** Then it becomes a piece of legislation. The old bill this was the language: "Commutation of rations to men regularly detailed as clerks and messengers." Did the men of the Navy under that language have any discretionary power as to the amount?

**McCAWLEY.** No; those men received commutation of rations in accordance with Army regulations, as the marines were getting the Army ration.

**CHAIRMAN.** The marines are on the Navy ration?

**McCAWLEY.** On the Navy ration now.

**CHAIRMAN.** How long do we propose to keep them on the Navy

**McCAWLEY.** That is for you gentlemen to decide. The Regulations place them on the Navy ration.

**ADGETT.** We changed the law in the last Congress and put them on the Navy ration.

**CHAIRMAN.** Prior to that time we had been using the Army ration and you have given us the figure for both the Army and the

**McCAWLEY.** Yes, sir.

**BRITTEN.** Mr. Chairman, may I insert in the record at this time these two estimates?

**CHAIRMAN.** Certainly.

**BRITTEN.** The first is, "Estimates and appropriations under Maintenance, Quartermaster's Department, Marine Corps," showing of \$909.58 per man per annum, and the second one is from the same source, showing \$604.20 as the annual cost per man, making a total of \$1,513.78 per man. That is the total appropriation per man per annum.

The matter referred to is as follows:)

*Estimates and appropriations under "Maintenance, Quartermasters' Department, Marine Corps, 274,000 men—1921." (Draft No. 1.)*

Sub-heads	Original	In Book of Estimates	Cost per man	Cost per man	Cost per 1,000	Per capita
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*Estimates and appropriations under "Pay Marine Corps," 27,400 men, 1921.*

	Original estimates.	In Book of Estimates.	Cost for 100 men.	Cost for 500 men.	Cost for 1,000 men.	Per capita cost.
Pay officers, active list.....	\$3,705,952.00	\$3,705,952.00	\$13,525	\$67,625	\$135,250	\$135.25
Pay officers, retired list.....	286,685.00	286,685.00	1,046	5,230	10,460	10.46
Pay enlisted men, active list.....	13,799,888.00	13,799,888.00	50,364	251,820	503,640	503.64
Pay enlisted men, retired.....	168,045.00	168,045.00	613	3,065	6,130	6.13
Undrawn clothing.....	50,000.00	50,000.00	183	915	1,830	1.83
Mileage.....	162,500.00	162,500.00	594	2,970	5,940	5.94
Commutation of quarters.....	212,500.00	212,500.00	776	3,880	7,760	7.76
Pay civil force.....	331,288.00	146,711.28	536	2,680	5,360	5.36
Total.....	18,716,858.00	18,532,281.28	67,637	338,185	676,370	<sup>1</sup> 676.37

<sup>1</sup> The per capita cost is based on estimates, draft No. 1, Book of Estimates.

The CHAIRMAN. Gen. McCawley, you must have quite a large supply of staple provisions on hand.

Gen. McCawley. We have enough on an average for probably four or five months only.

The CHAIRMAN. Did you not accumulate more than that?

Gen. McCawley. Yes; but we have sold our surplus stocks of provisions and at the present time we are carrying only about an average of a four months' supply ahead.

The CHAIRMAN. What do you usually carry?

Gen. McCawley. That is about the usual amount. In some cases the items go a little further. In canned goods we run the supply to the next pack.

The CHAIRMAN. How much in the way of supplies did you sell?

Gen. McCawley. We turned over to the Bureau of Supplies and Accounts miscellaneous supplies valued at \$2,131,105.84. Some of those were commissary supplies.

The CHAIRMAN. And the money has been returned to the Treasury?

Gen. McCawley. Some of it has.

The CHAIRMAN. That goes through the Bureau of Supplies and Accounts?

Gen. McCawley. Yes, sir; they sold them for us and the money reverts to the Treasury.

The CHAIRMAN. The supplies you have on hand are about the usual amount of supplies you carry for the Marine Corps in times of peace?

Gen. McCawley. Yes, sir.

The CHAIRMAN. In making your estimates on 17,400 men, or on 27,400 men, you have considered this item? That becomes one of the figures upon which you base your estimate?

Gen. McCawley. Yes. The stores we have on hand are based on 27,400 men.

The CHAIRMAN. If you did not have that amount in stores you you would have to ask for more money?

Gen. McCawley. Yes, sir; we always keep that much ahead.

Mr. Hicks. How about the clothing? Have you sold the surplus stock?

Gen. McCawley. We sold quite a lot of clothing.

Mr. Hicks. You still have plenty of clothing on hand?

Gen. McCawley. Yes.

Mr. Britten. Before you get away from the item of provisions, I would like to know how much provisions, in dollars, the Marine Corps sold?

McCawley. I can give it to you exactly. I have not got it yet. It is combined with other supplies we turned over. I gave it now——

Britten (interposing). What I would like to develop, if possible, whether or not the Marine Corps sold a lot of supplies which have been retained in storage for six months or even for a year without spoiling.

McCawley. We sold under the orders of the Secretary of the Navy at the time when there was a demand on the Army and the Navy and the Marine Corps to dispose of their surplus war supplies in an attempt to reduce the high cost of living. Our sales were pursuant to the directions of the Secretary of the Navy to dispose of surplus property that was not needed for the immediate future.

Britten. Irrespective of the economy in the matter?

McCawley. I think the idea was to reduce the high cost of living and let these supplies go into the hands of the people.

Britten. In other words, I would question the wisdom of spending a million or two million dollars worth of canned supplies in the past year, if the same kind of canned goods will have to be bought again next year at a much higher price than our selling price.

McCawley. We kept enough canned stuff to supply all our needs and take us over to the next pack. We had stores on hand for a corps of 80,000 men, and we are down now to only about 20,000 men and we would have had canned stuff on hand that would have spoiled if we had kept it in large quantities. These canned goods were purchased in 1918 and all would be spoiled if retained beyond the 1920 pack. Surveys show that this material is deteriorating now.

Britten. Did you keep enough canned stuff and other supplies that would not be destroyed by time, to run you until the next year?

McCawley. We have kept it until we can get more of the same kind. We have enough of all the canned stuff to carry us until the next pack beyond which we should not go. We kept our whole stock of sugar because we did not have much. We got rid of

Mr. BRITTEN. Then, will you also state whether this amount of \$1,513 per man can be reduced proportionately because of that supply?

Gen. McCawley. No; that has all been taken into consideration. Our supplies on hand were taken into consideration in making these estimates.

Mr. BRITTEN. In making your estimates you have recognized that you have that much material on hand and you are not putting anything into the estimates for the purchase of that material?

Gen. McCawley. No, sir.

Mr. BRITTEN. That does not seem just natural to me. I imagine you would figure so much per man whether you had the material on hand or not.

Gen. McCawley. We included it in our estimates. We took it into consideration in making the estimate.

Mr. BRITTEN. That is what you have done in this instance?

Gen. McCawley. You could simply take it out of the Navy estimate on hand for a very long period, because they deteriorate, particularly in the tropics, where so many of our men are serving. We do not have them put up in containers to keep them indefinitely.

Mr. PADGETT. You were speaking about selling your supplies. We all remember how the various Members of Congress got up on their hind legs in regard to the high cost of living, and were insisting that the Army and Navy were holding enormous quantities of supplies that they should sell. You remember that?

Gen. McCawley. Yes, sir.

Mr. PADGETT. And the selling of these supplies in the Navy was in response to the demand that Congress was making that the people should be relieved by turning on the market the enormous quantities of food that the Army and the Navy had purchased and were holding in storage.

Gen. McCawley. Yes, sir.

The CHAIRMAN. Gen. McCawley, I intended to ask you this question before, for my own information: The first part of this item under "Provisions" is "For enlisted men serving ashore." I wonder why we do not make one general provision for enlisted men, whether serving ashore or afloat.

Gen. McCawley. The Navy takes care of the marines serving afloat. They estimate, I think, for about 3,000 men.

The CHAIRMAN. That is the reason? I wondered why you do not estimate for the men afloat.

Gen. BARNETT. We do not have to pay for them. They are subsisted at the Navy's expense.

The CHAIRMAN. I can not understand why you do not do that.

Gen. McCawley. The Navy does it, and has always done so.

The CHAIRMAN. Why should you not make your estimate for all of your men, whether ashore or afloat? Can you give any good reason why that should not all be left to you? Why should you not make the estimate for all marines that belong to the Marine Corps?

Gen. McCawley. We could do it perfectly well. It has just been a custom. The Navy have put in their estimates to provide for the marines serving on board ships, as when afloat marines were subsisted on the Navy ration, while the Army ration was furnished to

n shore. We can do it and reimburse them out of our appropriation, but it seems to me it would make unnecessary bookkeeping.

CHAIRMAN. I will be obliged to you if you will make a little explanation. You have said you can see no reason why the Master's Department of the Marine Corps could not make estimate for the marines afloat. We pay for all of it.

McCawley. You could simply take it out of the Navy estimate and put it in ours.

CHAIRMAN. Do you know the reason why that is so?

McCawley. It has been the custom for many years. It was my time.

CHAIRMAN. I know we have had it that way always, but I have been able to see why the Marine Corps should not make the estimate.

McCawley. If the Marine Corps made the estimate and re-appropriation, it would be necessary at the end of each quarter for the supply officer of each ship carrying marines as part of the estimate to submit a reimbursement voucher for the expense involved. The voucher would contain the name of every marine who had been on board the ship during the quarter, the days he had been subsisted, and the amount with the total cost. This voucher would then be forwarded, through the Bureau of Supplies and Accounts, to my office, and an appropriation would be made from the Marine Corps to the Navy. The clerical work involved in these vouchers would be very small and no advantage would accrue to either the Navy or Marine Corps.

However, it can be done if the committee so desires, but the method now in vogue is much the simpler one, where the Navy provides the subsistence for every person serving on board ship, including marines.

BARNETT. I imagine a reason would be that if we estimate the amount we would have to transfer a separate line of provisions for marines on shipboard. So the Navy puts that amount in their estimate, and they subsist the marines.

CHAIRMAN. You can make the estimate and pay the Navy for

BARNETT. Yes, we can do it perfectly well.

Gen. McCawley. At the present time we have only 1,100 men on board on ships, and there were 3,000 men appropriated for in the Navy appropriation. So there are 1,900 of those men who were taken care of on shore by the Marine Corps that the Navy are not feeding at all.

Mr. McPherson. Then have we not a double appropriation for those 1,900 men?

Gen. McCawley. No; we are not estimating for the entire number. We take those out; we deduct 3,000 men.

Mr. McPherson. I thought your estimates included 27,400 men, which took in all of them?

Gen. McCawley. We take out the number, whatever it is, that the Navy estimates for: we take that out of our estimates. At the present time we are apparently feeding more men than we have money for.

Mr. Britten. In other words, in preparing your estimates a year ago for the present fiscal year you assumed that 3,000 men would be afloat, and it now develops that only 1,100 men are afloat, and your appropriations are running short to that extent?

Gen. McCawley. It would be, if we had the total number of men in the corps. But we are very much below that strength, so we have enough money.

Mr. Britten. But if all things were in accordance with your original request you would be that much short?

Gen. McCawley. Yes. But the number on board a ship varies.

Mr. Hicks. It does not take any more money out of the Treasury, no matter how they are paid, whether they are paid by the Marine Corps or by the Navy?

Gen. McCawley. No. If we do not feed them, the money goes back into the Treasury.

#### CLOTHING, MARINE CORPS.

Mr. Hicks. General, I understood you to say a moment ago that you have sufficient clothing on hand to last for some time?

Gen. McCawley. Yes, sir.

Mr. Hicks. Was there any large quantity of that disposed of?

Gen. McCawley. Some.

Mr. Hicks. Blankets and articles of that kind?

Gen. McCawley. We got rid of some blankets. I have not got it separated.

Mr. Hicks. The reason I am asking that question is this: The argument you have made for disposing of the food supplies, I think, is a good one, that the material will deteriorate; but that would not apply to clothing, because with proper protection against moths and rats that clothing would be good or many years to come.

In regard to blankets, both the Army and the Navy have disposed of a great many blankets, I understand, but it would seem to me the blankets you have on hand could be properly utilized by the Marine Corps for many years to come and eliminate the cost of new material. The shoes, I imagine, deteriorate, but even those could be kept for some length of time. What is the policy of your bureau with regard to the clothing on hand—uniforms, shirts, overcoats, etc.?

**Gen. McCawley.** We only get rid of material that is no longer needed, such as trench shoes, which had hobnails, and which are no longer needed in our ordinary activities, and such other surplus supplies that it is improbable we would use for a long period of time and that would deteriorate by being kept in storage. In the case of blankets, we were obliged to purchase during the war from the Army quite a large number, which were of the Army color and pattern. Our color is different. But we are keeping most of those blankets and are only disposing of such as the Secretary of the Navy directed.

**Mr. Hicks.** The color would not make any material difference, so far as comfort is concerned?

**Gen. McCawley.** The color would not make any material difference; but in the rush during the war we bought other blankets which were absolutely nonregulation, such as black blankets and gray blankets and even horse blankets, and we used them for the covering of the men, and some of those we have disposed of after using them to such a point that they are no longer worth while keeping.

**Mr. Hicks.** How many of those blankets have you on hand at the present time?

**Gen. McCawley.** Quite a large supply—about 98,000, in addition to the 60,000 held in the reserve stock.

**Mr. Hicks.** Do you contemplate trying to dispose of any of those?

**Gen. McCawley.** No; I am going to keep all of them.

**Mr. Hicks.** In ordinary usage, and based on 27,000 men, how long would that supply last you?

**Gen. McCawley.** It is estimated to last—that is pretty hard to tell.

**Mr. Hicks.** Judging from your past experience.

**Gen. McCawley.** It is estimated to last 17 months and 5 days on the full strength of the corps, but it depends upon whether we have the full strength of the corps and whether each man draws his full allowance of blankets. If a man draws a blanket, we take that out of this computation as to how long this supply will last, as it is withdrawn from store and is in the hands of troops.

**Mr. Hicks.** I should think that a supply properly cared for would last you several years.

**Gen. McCawley.** It will. I have not any intention of buying blankets for the next few years or until this supply nearly reaches exhaustion.

**Mr. Hicks.** Did we not appropriate \$30,000,000 a year or two ago for clothing allowance?

**Gen. McCawley.** In 1919, \$32,000,000 was appropriated for this purpose, but I turned back into the Treasury \$40,000,000 that year of the total appropriation, and I hope to turn back at least \$6,000,000 this year.

**Mr. Hicks.** Because of stocks on hand?

**Gen. McCawley.** Because of the stock we have on hand. It must be understood, and I desire to have it as a matter of record that the sum appearing in these estimates under this subhead, namely, \$1,856,000, does not represent the amount of money necessary to provide clothing supplies for 27,400 men for one year, together with the nec-

essary labor and upkeep of the clothing depot at Philadelphia. Supplies were procured for 80,000 men during the last year of the war, which was the authorized strength, including reservists, and in view of the rapid demobilization, a large stock of certain supplies has accumulated, which it is estimated will last until June 30, 1921, and the sum called for in the estimate is intended for other supplies to be manufactured and procured as may be actually needed. By direction of the Secretary of the Navy, large quantities of surplus stores have been sold and only enough retained to carry the corps until the end of the next fiscal year ending June 30, 1921.

The original estimate under this subhead called for \$8,438,624, but was reduced to \$1,856,690 when it was decided to use and sell all possible surplus stock.

*Appropriation "Maintenance," Quartermaster's Department, Marine Corps.*

ANALYSIS OF SUBHEAD "CLOTHING."

Employees.	Rate.	Estimated, 1921, 27,400 men.	Expend- ed, 1919, 75,500 men.
<b>Salaries:</b>			
Superintendent of clothing factory..... per annum.....	\$3,000.00	1	1
Chief textile inspector..... do.....	3,000.00	1	1
Chief shoe inspector..... do.....	3,000.00	1	1
Clothing accountant..... do.....	1,700.00	1	1
Inspector..... do.....	1,500.00	1	1
<b>Wages:</b>			
Assistant chief cutter..... per diem.....	\$7.20	1	1
Second assistant chief cutter..... do.....	5.04	1	1
Forewomen..... do.....	4.48	5	5
Shoe inspectors..... do.....	5.04-5.60	4	10
Rubber inspectors..... do.....	5.04	1	1
Textile inspectors..... do.....	4.00-5.04	2	3
Stenographers and typists..... do.....	3.68	9	10
General helpers..... do.....	3.28-4.32	36	45
Leading-man engineer..... do.....	7.84	1	1
Engineer..... do.....	6.40	1	1
Machinists..... do.....	5.92	1	1
Seamstresses..... do.....	1.84-3.20	275	466
Outfitters..... do.....	4.48-5.52	4	4
Cutters..... do.....	3.04-5.04	16	20
Embroideresses..... do.....	2.00-3.04	5	4
Examiners..... do.....	2.56	1	10
Inspectress..... do.....	3.28-3.52	1	1
Tailors..... do.....	3.68-4.72	46	51
<hr/>			
Labor.....	\$446,378.30		\$542,696.90
<b>Other objects of expenditures:</b>			
Clothing manufactured under contract.....	100,000.00		844,393.98
Clothing material, including made-up articles.....	1,273,240.00		18,700,183.33
Machinery and equipment.....	37,071.70		96,828.98
Repairs to reclaimed clothing.....			67,254.30
<hr/>			
Total.....	1,856,690.00		20,251,337.52

Mr. HICKS. Take the matter of kits and belts and things of that kind. They will last in storage for an indefinite time?

Gen. McCawley. We have 120,000 cartridge belts on hand.

Mr. HICKS. You do not contemplate buying any more?

Gen. McCawley. No, sir.

Mr. HICKS. How about uniforms?

Gen. McCawley. We have plenty of uniforms. I have a list of supplies I contemplate buying under this estimate. I have here a list of those things. I contemplate buying 20,000 trouser belts at

5,000 storm caps, 150,000 sets of chevrons, and 15,000 blue ts which the men need on board ship.

ICKS. I am surprised that you need so much now. We did those articles in the big installments of surplus stock?

McCRAWLEY. We have not bought any blue for three or four when I contemplate buying also 77,000 summer field coats and summer field trousers, 28,000 flannel shirts, and cloth for uniforms which will be returned to the appropriation when rs buy their uniforms. Then there are the manufacturing and sundry expenses, amounting in all to \$1,856,690. The t may be changed as necessity demands a change.

ICKS. How about the ordinary shoes; that is, not the trench

McCRAWLEY. We have to buy a few shoes in order to balance : in sizes. Certain sizes become exhausted, and while we arge number of shoes on hand, the other day we had to 0 pairs of shoes to make a tariff of sizes.

ICKS. You did not have enough on hand?

McCRAWLEY. Not of certain sizes. We had plenty of shoes but we could not fit the men out in the sizes demanded.

ICKS. What is the reason for that?

McCRAWLEY. I will tell you the reason for it. During the size of the men was very much larger than it is now. Very n enlisted for the war, and we had to buy unusually large shoes for them. Now, the conditions are reversed, and men are coming into the service, and those men, naturally, smaller sizes in shoes. We have the large sizes on hand, re short on the small sizes, and some of the large sizes we to sell, because there will be no demand for them.

INGETT. In other words, younger men are coming in?

McCRAWLEY. Younger and smaller men.

ICKS. In the matter of equipment, such as the rifles, bay-d equipment of that kind, you must have enough on hand ort of material to last many years.

McCRAWLEY. We turned back to the Army the other day 59,-

Mr. HICKS. You spoke a moment ago about the blankets. Of course, in the emergency the quartermaster had to buy blankets of every shade of color and every kind of material that was obtainable. The blanket may not meet the regulations and yet it will keep a man warm. Even though they are not according to regulations, in the times of stress in the matter of finances, could we not violate the regulations by utilizing the various colored blankets?

Gen. McCawley. Those nonregulation blankets are kept at the recruiting depots and the training camps and in barracks and simply used for the covering of the men in those places and are not put in their packs as the other blankets when the men go out in heavy marching order. We utilize all those different colored blankets in that way, at a saving to the Government.

Mr. HICKS. You do not contemplate disposing of those?

Gen. McCawley. Upon further reference to my papers I must amend my answer made to you a few minutes ago, as I find included in the list of articles which the Secretary of the Navy ordered me to dispose of are a large number of Army blankets, which he regards as greatly in excess of our requirements for the next few years, and that we should dispose of them in order to reduce the high cost of living and answer the demand of Congress that the great surplus of all kinds of stores of the naval and military services should be disposed of for the benefit of the public. These blankets, together with other stores, are in the hands of the Bureau of Supplies and Accounts for sale, and some have already been disposed of, and the balance will be from time to time as suitable offers are made, unless the Secretary of the Navy gives orders to discontinue further sales.

The CHAIRMAN. I find, Gen. McCawley, that we have expended during the year 1918-19 on clothing manufactured under contract \$844,393.93, and on clothing material, including made-up articles, \$18,700,183.33. Those figures are in the first print of the bill?

Gen. McCawley. Yes, sir.

The CHAIRMAN. And evidently were furnished by your department. In making up the appropriation last year you estimated, according to the same table, on 27,400 men, and for this item we made an appropriation of \$8,438,624. Will you have any part of that unexpended?

Gen. McCawley. For clothing last year?

The CHAIRMAN. For the current year?

Gen. McCawley. We have a very large balance at the present time as we have purchased very little.

The CHAIRMAN. Having that before you, and with your experience of this year, including in your estimate the amount of material made up and left over, you have reduced it to \$1,856,690. That estimate is made up, as I understand it, on a strength of 27,400 men in the corps?

Gen. McCawley. On a corps of 27,400 men, but taking into account all the supplies we have on hand.

The CHAIRMAN. Yes, of course. But it means this: If Congress should not authorize you to enlist in the service 27,400 men that item might be still further reduced?

Gen. McCawley. It could be still further reduced, but I will be glad if you will give me an opportunity to give you the figures on that reduction.

The CHAIRMAN. Of course, we will do that. In the item for clothing I notice that you have stricken out the proviso—

*Provided*, That hereafter this appropriation shall be available for the purchase of uniforms, accouterments, and equipment for sale at cost price to officers under such regulations as the Secretary of the Navy may prescribe.

I think that is the amendment that my friend, Mr. Hicks, was greatly interested in. Tell me how that is working out.

Gen. McCawley. Not particularly well, but we are doing the best we can.

The CHAIRMAN. How good is that best?

Gen. McCawley. The difficulty is in trying to manufacture clothing for all the officers of the corps at one place; that is, the Philadelphia depot, and the officers send their measurements there, and those who can go there to be fitted do so.

The others send their measurements to Philadelphia, and in some cases it is satisfactory and in others the reverse. As far as the expense is concerned, however, I think it is very satisfactory. I am wearing an overcoat to-day that was made in the Philadelphia depot that cost me about \$30, and I do not believe I could get that coat on the outside for less than \$65 or \$70. It is made out of the same kind of material that goes into the clothing of the enlisted men—the same kind which the soldiers wear.

The CHAIRMAN. It will take a long time to go fully into the operations of the depot of supplies in Philadelphia.

Gen. McCawley. Now we are sending out cutters from that depot to the posts to take the measurements of officers.

Mr. Hicks. You think the clothing allowance for the officers has been beneficial to the officers?

Gen. McCawley. I think so; yes, sir.

#### FUEL, MARINE CORPS.

The CHAIRMAN. The next item is for fuel:

For heat, light, and commutation thereof; for the authorized allowance of quarters for officers and enlisted men, and other buildings and grounds pertaining to the Marine Corps, and for buildings erected by authority of the Secretary of the Navy on Marine Corps reservations by welfare organizations at private cost; fuel, electricity, and oil for cooking, power, and other purposes; and sales to officers, \$450,000.

You have increased the amount. Last year we appropriated for this item \$390,078.

Gen. McCawley. Yes, sir; and we have a deficiency of nearly \$90,000 now, with about four months still to go in this fiscal year.

The CHAIRMAN. Will we have to heat and light a good many more places?

Gen. McCawley. We will have the same number.

The CHAIRMAN. Then where do you get the increased amount?

Gen. McCawley. That comes on account of the increased cost of fuel. The original estimates for this object call for \$730,000. The Secretary, in revising the estimates, reduced the amount to \$450,000. In 1919 there was actually expended under this subhead \$1,006,631, since which time the cost of fuel has materially advanced. The amount appropriated for the current fiscal year 1920 was \$390,078.

There is already a deficiency under this subhead of \$294,242, with only a little over one-half of the year gone. The amount contained in the estimate, namely, \$450,000, in the opinion of the quartermaster based upon current expenditures, will not be nearly sufficient to meet the expense for the period mentioned, in view of the material increase in the cost of coal at the mines. Besides, it should be understood that all expenditures for illumination of buildings and grounds, as well as gasoline for motor-propelled vehicles, are borne out of this fund. As a matter of fact, it would now seem that the original estimate of \$730,000 is too small to cover the expense if all of the posts of the corps are to be maintained, but I shall endeavor to get along with it if it is allowed, which I recommend. There is no discretion allowed in the expenditure of funds under this head, as officers and enlisted men are entitled by regulation to certain allowances of fuel.

*Appropriation "Maintenance, Quartermaster's Department, Marine Corps"—analysis of subhead "fuel."*

	Estimated, 1921, 27,400 men.	Expended, 1919, 75,500 men.
Commutation of heat and light, officers and enlisted men .....	\$150,000	\$174,642.07
Fuel, electricity, and oil for cooking, power, and other purposes .....	500,000	723,050.14
Sales to officers.....		30,426.00
Total.....	730,000	937,119.00

<sup>1</sup> Accounts not received from paymaster for December, 1918, and the third and fourth quarter, 1919.

The CHAIRMAN. Can you not hold out any hope to us for a decrease in prices?

Gen. McCawley. I hope they will be decreased. I think it is very doubtful if we can get along even on \$730,000. If we have a central heating plant at Quantico I think we would save money, but we are heating down there with stoves in each building.

Mr. Hicks. General, do you buy your coal through the Bureau of Supplies and Accounts of the Navy Department?

Gen. McCawley. No, sir; we buy it direct.

Mr. Hicks. Would it not be cheaper if you should combine with the Navy purchasing agent and buy the coal in that much larger quantities?

Gen. McCawley. We get the same prices for the same coal.

Mr. Hicks. You pay the same price for your coal that the Navy is paying for its coal?

Gen. McCawley. Yes, sir. The Navy uses bituminous coal almost entirely.

Mr. Hicks. At some of their training camps they must use the same grade that you do?

Gen. McCawley. Probably so. We buy our coal direct from the mines.

Mr. Hicks. What price are you paying for that now, and how much has the price advanced in the last year or two?

Gen. McCawley. I will read you some of the items. At Boston last year we paid \$5.43 for anthracite broken coal, and this year it is \$5.95.

Mr. Hicks. Is that delivered?

Gen. McCawley. That is at the mines; a gross ton.

Mr. KETTNER. What is the total amount of money allotted to Boston?

Gen. McCawley. Last year the amount expended was \$5,523.19. Each man is allowed a certain amount of fuel.

Mr. KETTNER. Whether they use the fuel or not?

Gen. McCawley. We base our allowance on the strength of the command. The buildings, though, must be heated.

Mr. KETTNER. The point I wanted to bring out is this: Do you mean that you allow as much for coal for the men at San Diego as for the men at Boston?

Gen. McCawley. No; not at all. They only use it as they need it to heat the buildings and to provide cooking fuel.

Mr. KETTNER. What is the allotment for San Diego?

Gen. McCawley. There is not any allotment at all. We heat the barracks there if it is required, but I do not think they require any artificial heat in San Diego at all.

Mr. Hicks. Is that the price for anthracite coal?

Gen. McCawley. That is for anthracite.

Mr. Hicks. Is anthracite the principal grade you use?

Gen. McCawley. No; we use bituminous coal at the heating and power plants at Paris Island, Quantico, and at the Philadelphia depot and barracks, and at the northern Pacific coast stations.

Gen. Barnett. We use the bituminous coal at all places where we have a central power plant.

Gen. McCawley. At Philadelphia the anthracite egg coal last year was \$4.80 and this year it is \$6.35 at the mines.

Mr. Hicks. That is about the percentage it runs all through, I suppose?

Gen. McCawley. Yes.

#### MILITARY STORES, MARINE CORPS.

The CHAIRMAN. The next item is, "For military stores," for which you are asking \$2,000,000, as against \$5,158,412 appropriated for the current year.

Gen. McCawley. Yes, sir.

meet all the requirements and avoid a deficiency, but every effort will be made to keep within the sum if it is appropriated. Certainly no further reduction should be made, as the strictest economy must and will be exercised in expenditures.

*Appropriation "Maintenance, Quartermaster's Department, Marine Corps"—analysis of subhead "Military stores."*

Employees.	Estimated, 1921, 27,400 men.	Expended, 1919, 75,500 men.
Salary superintendent equipment factory, \$3,000 per annum.....	1	1
Wages:		
Chief engineer, \$10.56 per diem.....	1	1
Forewoman, \$4.48 per diem.....	1	1
Assistant forewoman, \$3.76 per diem.....	2	2
Boy, \$1.24 to \$2.32 per diem.....	1	1
Quarterman canvas worker, \$8.96 per diem.....	1	1
Canvas workers, \$2.56 to \$6.08 per diem.....	24	24
Cutters, \$3.04 to \$5.04 per diem.....	2	2
Electrician, \$5.36 to \$6.40 per diem.....	1	1
Engineer, \$5.36 to \$6.40 per diem.....	1	1
Helpers, general, \$3.28 to \$4.32 per diem.....	25	32
Inspectress, \$3.28 to \$5.52 per diem.....	1	1
Leading man leather worker, \$5.84 per diem.....	1	1
Leather workers, \$2.56 to \$5.52 per diem.....	18	19
Quarterman machinist, \$9.24 per diem.....	1	1
Operators, \$1.84 to \$3.20 per diem.....	130	242
Ordnance men, \$4.56 to \$5.60 per diem.....	4	4
Polisher, buffer, and plater, \$6.40 per diem.....	1	1
Tailors, \$3.68 to \$4.72 per diem.....	2	2
Labor.....	\$214,546.00	\$314,546.00
Other objects of expenditures:		
Materials manufactured under contract.....	100,000.00	305,281.25
Military stores materials, including made-up articles.....	1,685,454.00	11,494,972.40
Total.....	2,000,000.00	12,104,799.75

QUARTERMASTER'S DEPARTMENT, MARINE CORPS—MILITARY STORES.

Materials for equipment factory: 30,000 bags, clothing; 15,000 belts, fair leather; 1,000 belts, undress, sword; 40,000 covers, canteen; 30,000 haversack and pack carriers; 35,000 pouches, first-aid package; 3,000 holsters, pistol; 1,000 tents, hospital, with flies; 400 tents, storage, with flies; 9,000 tents, wall, with flies; 30,000 tents, shelter halves; 100 bags, mail; 30,000 covers, cot; 400 paulins; 1,200 rolls, clothing; 1,000 rolls, bedding; 800 saddles; 1,000 cloths, field, saddle; 1,200 headstalls, bridle; 1,200 headstalls, halter; 4,000 carriers, machete; 7,000 carriers, pick mattock; 12,000 carriers, shovel; 4,000 carriers, wire cutter; 250 bags, bat; 250 protectors, body, baseball; 300 flags, post; 3,000 flags, storm; 10,000 nets, mosquito, bunk; 30,000 nets, mosquito, cot; 4,000 caps, baseball; 4,000 shirts, baseball; 5,000 trousers, baseball; 2,000 flags, recruiting. Estimated money value, \$1,685,454.

The CHAIRMAN. Your estimate was for how much?

Gen. McCawley. The original estimate was for \$3,162,821.

The CHAIRMAN. And the Secretary reduced it to \$2,000,000?

Gen. McCawley. Yes.

The CHAIRMAN. Do you know why he made that reduction?

Gen. McCawley. No; it was an arbitrary reduction. I was not consulted.

The CHAIRMAN. You do not know whether he estimated on 17,400 men?

Gen. McCawley. I think he simply made an arbitrary reduction.

The CHAIRMAN. Can you tell me, Gen. McCawley, how much of a reserve we have on hand in the matter of equipment?

Gen. McCawley. I can put that in the record.

The CHAIRMAN. Of military stores and firearms?

Gen. McCawley. I will put that in the record:

*Excess military stores on hand after deducting requirements for maintaining 27,400 men for fiscal year ending June 30, 1921.*

Rifles, model 1903.....	30,000
Slings, for (web).....	59,800
Bayonets.....	24,100
Scabbards, for.....	35,000
Belts, cartridge, model 1910.....	49,800
Canteens, model 1910.....	58,200
Haversacks and pack carriers.....	97,100
Pistols, caliber .45.....	5,200
Belts, web, pistol.....	3,700
Ammunition, caliber .30.....	23,000,000
Bags, clothing.....	11,200
Tent, shelter, half.....	52,900

It should be borne in mind that the above are simply stores procurable from this one subhead of the appropriation, viz, "Military stores," and show our excess above the requirements for 27,400 men.

The CHAIRMAN. Do you know what the estimate for this item was when we had 14,000 men?

Gen. McCawley. \$1,657,021.74.

The CHAIRMAN. This paragraph is just the same as we have been carrying it year after year; there is no difference, except in the amount?

Gen. McCawley. That is all.

The CHAIRMAN. The language has not been changed in any way: the language is just the same?

Gen. McCawley. Yes, sir.

#### TRANSPORTATION AND RECRUITING, MARINE CORPS.

Now we will turn to "Transportation and recruiting," on page 110:

It is estimated that \$219,106 more will be required for 1921 than was appropriated for 1920, and the increase in the estimate is due to the fact that in a decision (No. 199, Mar. 31, 1919) the Supreme Court of the United States held that the transportation of applicants for enlistment is not subject to land-grant deduction. That is, men who have passed the required tests at the recruiting stations and having been forwarded to the recruiting depots for final examination and enlistment, were there rejected, and were being returned to the recruiting stations from which they came. It is believed that the amount asked for will be sufficient to meet this expense. The estimate of the quartermaster was approved by the Secretary of the Navy.

An analysis of this subhead of "Transportation and recruiting" is as follows:

	Estimated, 1921, 27,400 men.	Expended, 1919, 75,500 men.
Transportation of troops, etc.....	\$850,000	\$2,487,433.30
Toilet kits.....	32,200	202,941.90
Rent.....	18,800	51,053.27
Medical examinations.....	15,000	45,224.78
Advertising <sup>1</sup> .....	100,000	253,831.19
Incidentals, such as telephone service, telegrams, laundry, etc.....	10,000	11,343.84
Equipment, such as office furniture, scales, etc.....	45,520	17,239.75
Fees to postmasters.....		1,770.00
Total.....	1,071,520	3,070,840.03

<sup>1</sup> Includes the expense of the Marine Corps Publicity Bureau, New York.

The CHAIRMAN. You estimate how much for 27,400 men?

Gen. McCawley. \$1,071,520.

The CHAIRMAN. That is not your original estimate.

Gen. McCawley. That is my estimate; the Secretary did not change that at all. The reason for that increase I have just read to you.

The CHAIRMAN. Then the increase of the corps was 27,400?

Gen. McCawley. Yes, sir.

The CHAIRMAN. How much per man does it cost you?

Gen. Barnett. About \$23 to recruit a man, excluding transportation. Including transportation the average cost is about \$60. I have stated why the figure was changed from \$41 to \$60.

The CHAIRMAN. It costs the Marine Corps \$60 per man?

Gen. Barnett. Yes, sir.

The CHAIRMAN. That, of course, might be subject to reduction! If we do not recommend 27,400, of course this can be reduced.

Gen. McCawley. You can reduce that in accordance with the table I have placed in the hearing.

#### REPAIR OF BARRACKS.

The CHAIRMAN. The next item is "Repair of barracks."

Gen. McCawley. The original estimate called for \$713,800, which amount in the opinion of the Quartermaster is required for the necessary repairs and upkeep of the barracks, officers quarters, and out-buildings at the posts of the corps, besides the rental of all necessary offices and storehouses. (The Secretary of the Navy reduced the amount to \$250,000.

Mr. Padgett. How much was your estimate?

Gen. McCawley. \$713,800; the Secretary reduced it to \$250,000. From the analysis shown on page 112, draft No. 1, naval bill, it will be noted that it will require \$225,300 to meet the rental expenses, which only leaves \$24,700 for all repairs and upkeep for a year; a sum totally inadequate for this purpose.

The CHAIRMAN. Did you say rentals?

Gen. McCawley. Yes, sir.

The CHAIRMAN. I would like to know where we pay so much rent.

Mr. Padgett. How much was that rent?

Gen. McCawley. \$225,300; it is shown on page 112.

The CHAIRMAN. This shows \$250,000.

Gen. McCawley. That includes \$24,700 which will be left for repairs at posts.

Mr. Hicks. This supply storehouse at Philadelphia referred to; where is that located?

Gen. McCawley. We have one at Eighteenth Street and Washington Avenue; one at Fifth and Willow Streets; Twenty-fifth and Locust Streets; Delaware Avenue and Kenilworth Street; Twenty-fifth and Washington Avenue (lumber yard); 804-814 Cherry Street; Thirty-third and Walnut Streets; 1706-1720 Washington Avenue; Fifty-second Street and Woodland Avenue; one on Bam-brey Street; and one at Twenty-sixth and Moore Streets.

**Mr. HICKS.** What are you carrying in all these storehouses.

**Gen. McCawley.** The various supplies we have on hand.

**Mr. HICKS.** You mentioned a lumber yard; what is that lumber used for?

**Gen. McCawley.** Packing boxes, principally.

**Mr. HICKS.** Of course, as time goes on you will reduce the quantity of these supplies on hand and thus be able to cut down the number of these storehouses?

**Gen. McCawley.** Yes, sir; I have tried very hard to get the assignment of one of the new piers built by the Army on the Delaware River, which they have turned over to some commercial firms in Philadelphia; but it seems to be the policy of the War Department not to let these piers get in any hands where they can not be recovered by the War Department promptly, so they are given to these commercial firms on 30 days' notice clause for their recovery when needed by the War Department. If we could get one-half of that pier it would take care of all our stores up there and relieve this situation.

**Mr. HICKS.** Now, General, we have Army camps located very close to these big cities where you are carrying supplies; have you endeavored to obtain storage facilities at any of these Army camps?

**Gen. McCawley.** No, sir.

**Mr. HICKS.** Would it not be possible to do so?

**Gen. McCawley.** I do not believe it would be for the supplies in Philadelphia. Philadelphia is a central shipping point for all our supplies; we load ships there for all our different expeditions and from there make all shipments to our shore stations.

**Mr. HICKS.** I thought there might be a lot of supplies stored there which you would probably not draw on for say six months or more and which might be stored at some of these places.

**Mr. KELLEY.** We visited Norfolk the other day; why could not these supplies be stored at that East Camp there?

**Mr. HICKS.** That is what I had in mind.

**The CHAIRMAN.** They have buildings at Quantico also.

**Mr. KELLEY.** That would not be so accessible for shipping as Hampton Roads.

**Gen. McCawley.** I would not advise storing the supplies we have at Philadelphia in temporary buildings such as those at Quantico or at the places you name.

**Mr. KELLEY.** You would lose some, no doubt, but this is an enormous amount to pay for rent in Philadelphia.

**Gen. McCawley.** That is not all in Philadelphia; the rental there is about \$93,434.

**Mr. PADGETT.** Here you have \$97,000.

**Gen. McCawley.** We have given up some since that was made up.

**Mr. HICKS.** Here is \$37,000 for Charleston. It would seem to me we might utilize space in Norfolk for whatever you have stored at Charleston.

**Mr. OLIVER.** I believe the storage room there is sufficient to doubtless save that item of expense, which would be more than sufficient to pay the interest on the purchase price of that property.

Mr. McPHERSON. I would like to hear what Gen. McCawley has to say in regard to that.

Gen. McCawley. For the Charleston supplies I think it might be available, because these supplies are for the West Indies and are taken from Charleston by the naval vessels which can get into the river at Charleston. The only reason that Charleston was selected during the war was on account of the small vessels they had to use during the war and which the Navy Department did not want to risk sending around Cape Hatteras, so Charleston was selected for that reason, but if they have suitable storehouses at the Hampton Roads base that the Navy will turn over to us, and if they will provide vessels that will carry these supplies to the West Indies, I think that space might be utilized.

Mr. KELLEY. We spent \$7,000,000 there, and now are not using it for any purpose.

Gen. McCawley. As to transferring the activities of Philadelphia to Hampton Roads, I would be very doubtful about that. The Philadelphia Army proposition is one that should appeal to anyone; that is, to turn one-half of one of the piers over to the Marine Corps.

Mr. KELLEY. The Secretary of the Navy objected to that?

Gen. McCawley. It is the Secretary of War who handles these piers; it is an Army operation.

Mr. KELLEY. There would be no trouble about the Secretary of the Navy designating this East Camp for a Marine Corps storehouse.

Gen. McCawley. Not if he wants to do so.

Mr. KRAUS. What amount did you pay for rent prior to the war for facilities of this sort?

Gen. McCawley. I can easily put that in the record sir. It appears in the draft of the Navy bills. It amounted in 1917 to \$38,672. This was before we entered the war.

Mr. KELLEY. It did not approximate this \$250,000?

Gen. McCawley. No, sir; we had supplies prior to the war for only 10,000 to 15,000 men, and suddenly the corps was increased to 80,000, and we had to buy supplies for that number, and these supplies are being taken care of now.

Mr. KELLEY. The question has come up to-day as to whether it is desirable to retain these supplies or sell them and buy them again later on at the market prices. Do you not think it possible to eliminate most of these items by July 1?

Gen. McCawley. No, sir.

Mr. KRAUS. If you were given facilities in one of the new large storehouses at Hampton Roads would it not be possible to eliminate this item of rent?

Gen. McCawley. The suggestion has been made here to-day that we could move the supplies from Charleston to Hampton Roads.

Mr. KRAUS. The suggestion you refer to was in regard to the east camp, while I am referring to the large warehouses being erected there.

Gen. McCawley. I am not familiar with that at all, sir.

Mr. KRAUS. What did you do for this before the war?

Gen. McCawley. We did not need so much storage space then.

The CHAIRMAN. I notice here Haiti and Santo Domingo; what is that for?

Gen. McCawley. We have to rent buildings there in which to house our soldiers and officers.

The CHAIRMAN. These items, General, that you have been speaking about; it seems to me that in future we should not have so much.

Gen. McCawley. Philadelphia and Charleston are the two big ones, sir. We will not have so much when our war supplies are expended.

The CHAIRMAN. How about San Francisco?

Gen. McCawley. That is a place that was erected for the Marine Corps; we have had it ever since it was built.

The CHAIRMAN. We own the building?

Gen. McCawley. No, sir; it was built by private interests for the use of the Marine Corps?

Mr. PADGETT. During the Roosevelt administration a treaty was negotiated with Haiti giving us the right to come in there and pacify the island, under which treaty we are operating there at the present time. Does the Haitian Government refund or repay to our Government any part of the expense?

Gen. McCawley. We do not have anything to do with that. That is a matter which comes under the State Department.

Mr. PADGETT. I know; yet it is administered by the Navy.

Gen. BARNETT. I do not think they pay anything except the gendarmes and the constabulary, and by special act are allowed to give an excess payment over our authorized payment, but I do not know whether these rentals are paid or not.

Mr. PADGETT. I wish you would find that out and have it inserted in a record.

Gen. BARNETT. I find, upon inquiry, that neither Haiti nor Santo Domingo reimburses our Government for rentals paid by the Marine Corps in those countries.

Gen. McCawley. I have a few more remarks to make on this subject of repairs to barracks. It can be seen that it would be in the interest of economy to provide funds in sufficient amount to properly

head, the amount required for repairs and upkeep to existing buildings was based on the following figures:

Quantico	\$2
Paris Island	1
Boston, Mass.	
Portsmouth, N. H.	
New York, N. Y.	
Marine Barracks, Philadelphia, Pa.	
Annapolis, Md.	
Charleston, S. C.	
Norfolk, Va.	
New Orleans, La.	
Pensacola, Fla.	
Key West, Fla.	
Mare Island, Calif.	
Puget Sound, Wash.	
Marine Barracks, Washington, D. C.	
Navy Yard, Washington, D. C.	
Guantanamo, Cuba.	
Guam	
Peking, China	
Haiti	
Philippine Islands	
Santo Domingo	
Virgin Islands	
Miscellaneous, including repairs to buildings at depots; also small posts and stations not mentioned in the above list	
Total	

Now, I wish to bring to your attention a provision in that which was inserted last year, in regard to the restriction on the cost of temporary buildings, this provision reading:

\* \* \* such temporary buildings as may be erected in pursuance hereof shall not cost more than \$10,000 during the year.

This provision was incorporated in the act approved July 11, 1919, by the Congress for the first time and the restriction placed on the erection of temporary buildings not to exceed \$10,000 during the year is embarrassing, as the amount is small, and in the event of expeditionary forces being ordered out \$10,000 would not be sufficient to meet the expense for any temporary structures that may be required. Experience has shown that it is considerably cheaper to provide temporary wooden structures for the accommodation of men ordered in the field or on temporary expeditionary duty than to quarter the men in tents. (See hearings, House of Representatives, No. 22, June 5, 1919, pp. 880, 881.) Therefore it is urgently recommended that this feature be stricken from the bill and that it be left to the discretion of the Secretary of the Navy how much shall be spent on such temporary buildings. Nine thousand three hundred dollars has already been expended this year and some buildings for in Santo Domingo have had to be denied on account of lack of funds.

(An analysis of this item is as follows:)

**Appropriation: "Maintenance, Quartermaster's Department, Marine Corps."—  
Analysis of subhead "Repair of Barracks."**

	Estimated, 1921 (27,400 men).	Expended, 1919 (75,500 men).
Repairs and improvements to all posts, Marine Corps.....	\$488,500.00	\$5,666,495.83
<b>RENT.</b>		
<b>Washington, D. C.:</b>		
Headquarters offices (Navy Annex).....		30,000.00
Headquarters offices (1624 H Street, NW.).....		1,516.14
Headquarters offices (1823 L Street, NW.).....		2,649.90
Headquarters carpenter shop.....	900.00	2,822.40
Headquarters stable.....	1,380.00	1,380.00
Headquarters garage (1726 P Street, NW.).....		1,866.00
Headquarters garage (323 Thirteenth Street, NW.).....	4,200.00	354.84
<b>Philadelphia, Pa.:</b>		
Depot of Supplies (storehouse).....	97,753.96	79,136.34
Advanced base offices.....	1,527.00	1,527.00
Advanced base garage.....	120.00	120.00
<b>Charleston, S. C.:</b>		
Depot of supplies (offices).....	1,800.00	600.00
Depot of supplies (storehouses).....	35,000.00	13,788.80
San Francisco, Calif.: Depot of supplies.....	21,000.00	17,700.00
Brooklyn, N. Y.: Quartermaster's storehouse.....	10,000.00	1,182.79
New York, N. Y.: Assistant paymaster's office.....	5,030.81	5,030.81
Atlanta, Ga.: Assistant paymaster's office.....	2,860.00	2,500.00
Alexandria, Va.: Barracks, naval torpedo station guard.....	1,200.00	226.67
<b>Parris Island, S. C.:</b>		
Tract of land.....	277.34	277.34
Do.....	26.00	26.00
<b>Haiti:</b> Quarters and offices.....	8,246.52	10,865.09
<b>Santo Domingo:</b> Quarters and offices.....	29,468.52	29,468.52
<b>Carriz:</b> Barracks and storehouses.....	840.00	840.00
<b>Guam:</b> Barracks and storehouses.....	600.00	600.00
<b>Virgin Islands:</b> Barracks and storehouses.....	3,060.20	2,585.00
<b>Paris, France:</b> Assistant paymaster's office.....		1,700.00
<b>Total.....</b>	<b>713,800.00</b>	<b>5,875,259.47</b>

Mr. PADGETT. You speak of erecting buildings in the West Indies; do you mean in Haiti and Santo Domingo?

Gen. McCawley. Yes, sir; temporary buildings.

Mr. PADGETT. Do you erect them on Government land?

Gen. McCawley. It is their own land.

Mr. PADGETT. You just take possession under your general occupancy!

Gen. McCawley. I think so, sir. We are asking that the Secretary of the Navy be given discretion to authorize the erection of buildings as the needs of the service demand, without limiting him to the amount of \$10,000, which restricts us very much in doing actually necessary work.

Gen. BARNETT. As we all know, this thing has been going on down there for four years, and it looks like it is permanent, and our men should be looked out for.

Gen. McCawley. I am suggesting that the last three lines be stricken out: that is, the wording "such temporary buildings as may be erected in pursuance hereof, at a total cost not to exceed \$10,000 during the year." Cut that out and it will leave the thing entirely in the hands of the Secretary of the Navy.

Mr. KRAUS. If we modify that so as to apply to buildings in the United States and possessions thereof, that would be practicable, would it not?

Gen. McCawley. The reading of the appropriation is "at such other places as public exigency may require and the erection of

temporary buildings approved by the Secretary of the Navy." want to end the paragraph there.

Gen. BARNETT. If we are going to continue in Haiti and Santo Domingo, as I presume we will for some time, temporary buildings would save money on tentage, which is the most expensive way of housing men year in and year out.

Mr. PADGETT. What is the status of Haiti and Santo Domingo now, with reference to each other and to disturbances down there?

Gen. BARNETT. In the past Haiti and Santo Domingo have both been disturbed, especially Haiti. In the last three months there was quite a serious outbreak and attack on Port au Prince. We have sent more men there at the request of the State Department.

Mr. PADGETT. When we were there in 1917 the feeling at Haiti was more amicable than in Santo Domingo, where there was more of a spirit of rebellion against our taking possession. In Haiti they seemed to be a little more reconciled.

Gen. BARNETT. And yet in the past three or four months we have had much more trouble in Haiti than in Santo Domingo.

Mr. PADGETT. Have you any reason to believe that the Federal Government of Haiti is in sympathy with these outbreaks?

Gen. BARNETT. I have not. I think the Federal Government is with us because their tenure of office depends on our forces being kept there.

Mr. PADGETT. It is entirely outside the administration?

Gen. BARNETT. As it always has been.

Mr. VENABLE. Is this trouble caused by revolutionaries or bandits?

Gen. BARNETT. Bandits. In the past three months there was quite a serious affair in the town of Port au Prince; about 100 killed in the one attack.

Mr. McPHERSON. What is the size of their local force in Haiti?

Gen. BARNETT. They have no army at all; they have the gendarmes, an organization composed of natives and officered by American marine officers.

Mr. VENABLE. What is the size of that force?

Gen. BARNETT. About 2,500 or 2,600; the junior officers are all non-commissioned officers of the American marines.

Mr. PADGETT. Do the gendarmes cooperate?

Gen. BARNETT. Very well; and in the whole time that we have had the gendarmes there have been but two desertions.

Mr. VENABLE. What is the population of the disaffected district?

Gen. BARNETT. I can not give you that exactly.

Mr. VENABLE. Are the people almost entirely black?

Gen. BARNETT. In Haiti the people are almost entirely Negro. Santo Domingo is more largely white.

#### FORAGE, MARINE CORPS.

Gen. McCawley. Under the subhead "Forage," on page 112, estimated \$150,000.

The CHAIRMAN. That has been reduced to \$100,000.

Gen. McCawley. I estimated that \$150,000 would be required for 1921 to meet expenses for forage, etc., for public animals, which

at is \$36,384 more than was appropriated for 1920, due to increase of cost of all articles procurable. The records show a balance of \$10,000 of the amount appropriated for 1920, viz, \$113,616, and still five months yet to provide forage, which indicates a deficiency. The Secretary of the Navy reduced the estimate to \$100,000, which amount will not be ample unless a large number of public animals are released. However, if we have not enough horses, deficiency estimates will have to be submitted.

**MR. BARNETT.** I want to say that most of the horses we use are in Haiti, Dominican Republic, and Cuba, because we can not get bandits on foot when they are mounted.

**MR. KELLEY.** How many animals does this cover?

**MR. McCAWLEY.** Five hundred and sixty-six horses and 219 mules.

**MR. CHAIRMAN.** How many did we have in 1915?

**MR. McCAWLEY.** One hundred and forty-five. An analysis of the forage item is as follows:

	Estimated, 1921, 27,400 men.	Expended, 1919, 75,500 men.
Forage	\$1,000.00	\$216.00
Transportation	149,000.00	165,350.38
Total	150,000.00	165,566.38

#### COMMUTATION OF QUARTERS, MARINE CORPS.

**MR. McCAWLEY.** Under the subhead, "Commutation of quarters," the amount originally estimated was \$548,000, but this was reduced by the Secretary of the Navy to \$250,000. The amounts payable under this subhead are dependent upon the number of officers stationed at posts where quarters are not provided by the Government where officers are entitled to commutation of quarters. It is impossible, therefore, to be accurate in submitting an estimate, as expenditures vary greatly. For the past six months the average monthly payments from these funds have amounted to about \$56,000.

Gen. McCawley. An analysis of this item would be as follows:

	Estimated, 1921, 27,400 men.	Expended, 1918, 75,000 men.
Commutation for officers.....	\$313,260.00	\$159,071.3
Commutation for clerks and messengers, staff officers.....	138,000.00	78,128.3
Commutation for enlisted men, recruiting duty.....	88,740.00	40,877.3
Commutation for enlisted men at posts.....	8,000.00	11,822.3
Total.....	548,000.00	289,899.3

The above statement covers expenditures for July, August, September, October, and November, 1918, only. The balance of the expenditures has not yet been received.

#### CONTINGENT, MARINE CORPS.

Gen. McCawley. Under the subhead "Contingent" the amount submitted by the quartermaster in the estimates under this head was \$4,291,186, but this was cut by the Secretary of the Navy to \$2,740,322, or a reduction of \$1,550,864. At the present time under the current appropriation of \$2,740,322 there is a deficiency of \$705,224, under this subhead, so that I feel satisfied there will not be a sufficient sum available under the reduction of the department of 27,400 men are maintained in the service. As you know, this is the great housekeeping appropriation of the corps, under which all manner of things are procured, as will be seen by an examination of the wording of the estimate, and while it is administered as economically as possible, the widely scattered duties of the corps make many demands on it which must be met to maintain the efficiency of the military organization. The brigades in Haiti, Santo Domingo, and Cuba are expensive forces to maintain, as well as the legation guards in Peking and Managua. I therefore earnestly request that the sum originally estimated, viz. \$4,291,186 be not reduced. The analysis will show how it is proposed to expend this fund. It will be seen from the statements which I have made here to-day, that I have asked you to increase the total estimates as shown in draft No. 1 by \$4,869,664, which is \$6,834,455 below what I originally estimated and \$150,821 below my revised estimate, and it is hoped that the committee will not think this is asking too much in view of the fact that I have turned back into the Treasury since the armistice \$40,000,000, and expect to add to that sum \$6,000,000 or \$8,000,000 more, or nearly \$50,000,000 in all.

The CHAIRMAN. Which item are you speaking about?

Gen. McCawley. The item on page 114 under the subhead "Contingent."

Mr. KELLEY. I do not see the amount of \$4,291,186 anywhere.

Gen. McCawley. That was cut out by the Secretary of the Navy.

Mr. KELLEY. I thought you stated the analysis would show how that amount was made up?

Gen. McCawley. The analysis I now append to the record will show that.

Mr. KELLEY. There is an analysis on page 117.

Gen. McCawley. That was cut out by the Secretary of the Navy. I am urging an increase by you under that subhead in order to avoid a deficiency. Here is the revised analysis on the basis of my original estimate:

*Appropriation: "Maintenance, Quartermaster's Department, Marine Corps"—  
Analysis of subhead "Contingent."*

Employees.	Estimated, 1921, 27,400 men.	Expended, 1919, 75,500 men.
Salaries: Accountant and bookkeeper, \$1,700 per annum.....	1	.....
Wages:		
Superintendent woodworking shop, \$10.24 per diem.....	1	.....
Boys, \$1.28 to \$2.32 per diem.....	1	1
Boxmakers, \$3.76 to \$4.80 per diem.....	10	4
Die sinkers, \$6 to \$7.04 per diem.....	2	4
Electricians, \$5.36 to \$6.40 per diem.....	2	5
Engineers, \$5.36 to \$6.40 per diem.....	7	7
Firemen, \$3.60 to \$4.64 per diem.....	5	5
Helpers, general, \$3.28 to \$4.32 per diem.....	157	177
Quartermaster joiner, \$9.28 per diem.....	1	1
Leadingman joiner, \$7.84 per diem.....	1	1
Joiners, \$2.96 to \$6.40 per diem.....	25	27
Leadingman machinist, \$7.84 per diem.....	1	1
Machinists, \$2.72 to \$6.40 per diem.....	72	81
Leadingman millman, \$7.84 per diem.....	3	3
Millmen, \$2.96 to \$6.40 per diem.....	50	48
Painters, \$4.88 to \$5.92 per diem.....	10	9
Plumber, \$5.36 to \$6.40 per diem.....	1	1
Freight, express, laundry, burial expenses, advertising, etc.....	450,000.00	1,266,957.41
Stationery, office supplies, printing, and binding.....	184,680.00	512,882.23
Telegraph and telephone services.....	45,000.00	124,282.92
Purchase and repair of typewriters and computing machines.....	34,200.00	95,564.98
Apprehension of stragglers and deserters.....	1,000.00	2,450.00
Extra duty pay, enlisted men.....	249,900.00	120,000.00
Civilian labor.....	1,289,650.00	743,661.68
Purchase, installation, and maintenance of gas, electric, sewer and water, pipes and fixtures.....	200,000.00	539,665.39
Office and barracks furniture, camp and garrison equipage.....	468,000.00	1,301,621.89
Kitchen utensils.....	126,000.00	349,729.49
Packing boxes, wrapping paper, carpenters' tools, etc.....	168,400.00	1,092,101.39
Purchase, hire, and repair of harness, wagons, motor vehicles, etc.....	325,000.00	864,848.66
Purchase of public horses and mules.....	8,000.00	23,074.75
Services of veterinary surgeons and medicines for public animals, etc.....	3,000.00	8,494.12
Purchase of mounts and horse equipment for all officers below the grade of Major required to be mounted.....		
Blackboeing.....	3,000.00	7,396.30
Apparatus, fire extinguishers, carts, etc.....	21,900.00	61,049.40
Postage stamps.....	3,500.00	9,347.00
Books, new papers, and periodicals.....	33,000.00	89,407.82
Improving parade grounds.....	127,000.00	353,779.14
Repair, etc., of harness and pumps, water.....	61,216.00	225,584.57
Maintenance of mattress covers, sheets, furniture for Government quarters, etc.....	138,000.00	383,651.00
Heating and crating.....	3,000.00	
Subsistence, canteens, etc.....	70,000.00	193,651.14
Construction, operation, and maintenance of laundries.....	40,080.00	113,581.34
License fees and extraordinary expenses at home and all road impossible to estimate or classify.....	20,000.00	20,643.56
Total.....	4,291,186.00	8,623,536.19

With reference to the new wording incorporated in the text of this subhead "Including draftsmen," it is stated that the reason for the insertion of these words is that it is necessary from time to time for the Marine Corps headquarters to obtain the services of one or more draftsmen in connection with the preparation of plans and specifications for repairs and improvements to Marine Corps buildings: also to prepare preliminary plans and details relative to new construction, and this necessity might arise at other places. The Navy Department has established various ratings for draftsmen at rates of pay ranging from grade "C" draftsmen at \$5.20 per diem

to "chargemen" at \$12 per diem, and draftsmen are employed in accordance with this schedule in the various bureaus of the Navy Department. The insertion of the words "including draftsmen," as above specified, will place the Marine Corps upon the same footing as the other bureaus of the Navy Department, so far as the employment of draftsmen is concerned, and draftsmen under this authorization, if approved, will be employed by the Marine Corps headquarters in the same manner and under the same schedule of ratings and rates of pay as now authorized for the other bureaus of the Navy Department. No additional funds are required; only this authorization.

Mr. KRAUS. On page 104 you already have an authorization for draftsmen.

Gen. McCawley. That is for just one man; a permanent civilian employee.

Mr. KRAUS. Why not use him?

Gen. McCawley. He is employed; it is simply desired that if we need any more to employ them at the rates of pay as established by the bureau.

Mr. KRAUS. As a matter of fact, why should you have any authorization for draftsmen or technical engineers? Why not use the equipment of the Bureau of Yards and Docks?

Gen. McCawley. We do use the equipment of the Bureau of Yards and Docks to a very large extent.

Mr. KRAUS. You already have an organization of that kind and now seek authority which you will probably use to create another organization giving the same service in the corps.

Gen. McCawley. It is simply in the event that we should employ draftsmen in this way, that he can be paid the same rates as are given similar men under the Navy.

Mr. KRAUS. I can not see the necessity for this same service in two bureaus of the same department.

Gen. Barnett. There is no bureau in the Navy Department to-day that is not crying for draftsmen more than for any other class of men, and when you try to get one from the Bureau of Yards and Docks you find they have not enough for themselves.

Mr. KRAUS. They should all come from the same source rather than to create a greater number of services.

Gen. McCawley. We would just as leave have it that way if we could get them; if they were detailed to us we would be glad to get them, but we could not pay them, as our appropriation does not warrant it, and it is this I am trying to correct.

Mr. Kelley. If your needs required it, who would see that the Bureau of Yards and Docks detailed a man?

Gen. McCawley. That would be largely on the recommendation of the chief of the bureau.

Mr. Kelley. It would not be any more burden to do it that way?

Gen. McCawley. Not a bit; but the expense must come from the bureau's appropriation. Now, I would like to say a few words as to "mess equipment for properly constituted officers' messes." It is stated that the Comptroller of the Treasury, under date of June 3, 1919, decided that such equipment could not be purchased out of this fund. In view of the many changes made at the larger posts of the

Marine Corps during the past few years, it has been found necessary and desirable to inaugurate officers' messes, which are located in Government buildings, but which have not, up to this time been supplied by the Government with the proper mess equipment, such expense having been borne by the officers themselves. Owing to the exigencies of the service the membership of these messes is constantly changing, and the expense and loss to the individual is a matter to be considered.

On board ship in the Navy the necessary mess equipment is furnished by the Government and a similar procedure is followed at certain places ashore. A notable instance of the latter case in the Navy is the medical officers' mess at the hospital, Marine Barracks, Quantico, Va., while immediately adjoining at the marine officers' messes which are not provided with equipment at Government expense. This is simply to authorize the employment of funds to procure mess equipment for properly constituted officers' messes.

The CHAIRMAN. Gen. McCawley, there is one item on page 116.

Gen. McCawley. I might suggest, sir, that you insert on page 116, in line 11, after the word "classify," the following:

For all expenses connected with such Naval Reserve Force of the Marine Corps as from time to time may be authorized by the Secretary of the Navy, and after the figures appearing in line 12, page 116, the following paragraph:

"Provided, That not to exceed \$2,000,000 of the unexpended balance on June 30, 1920, of the appropriation, 'Maintenance, Quartermaster's Department Marine Corps,' contained in the naval appropriation act for 1920, approved July 11, 1919, are reappropriated and made available until used toward the permanent development of the Marine Corps base, Quantico, Va."

The reason for that is, it is the intention of the Navy Department to start the reorganization of a reserve force, of both Navy and Marine detachments in various States. What little expense is connected with the equipment and maintenance of this reserve force will be borne out of this fund. There is a similar provision in the Navy appropriation to take care of the reserve force of the Navy.

The further provision immediately following, "that not to exceed \$2,000,000 of the unexpended balance of June 30, 1920, contained in the naval appropriation act for 1920, to be reappropriated and made available for the Marine Corps base at Quantico, Va.," is explained as

know any better time to start this than now, and my suggestion is that \$2,000,000 of the balance of this year's appropriation, which will be turned back, be reappropriated to commence that development.

UNITED STATES MARINE CORPS,  
Marine Barracks, Quantico, Va., January 30, 1919.

From: Local Development Board.

To: The Post Commander.

Subject: Plan of development for future needs of post.

Reference: (a) Letter, PC, 12/wws, same subject, November 3, 1919.

(b) Topographical map of reservation, Marine Barracks, Quantico, Va., prepared under direction of Lieut. Col. Robert H. Dunlap, United States Marine Corps.

1. In accordance with the directions contained in reference (a), the following report is submitted:

(a) That as much of the area marked "Hospital" as is necessary be set aside for Post Sick Quarters.

(b) That area marked "Officers' Quarters" be set aside for erection of officers' quarters, type and number to be decided upon later.

(c) That area marked "Barracks Area" be filled and graded, and that upon it be erected permanent concrete or hollow tile company barracks, with squad rooms, with a peace-time capacity of 150 men, but capable of holding 250 in war time. That on the south side of Barnett Avenue, buildings necessary for the administration of the troops be located.

It is thought that company barracks, two stories in height, and designed to hold the necessary 250 men in war time, should fit into the space between the concrete streets already laid, thereby making it unnecessary to tear up the streets or alter the position of the sewers.

(d) That the area marked "Parade Ground" be cleared of all buildings, the garrison to be entirely collected in buildings located on "Barracks Area." The hole to the northwest of the parade ground to be filled as a sanitary measure.

(e) That the space on both sides of the railroad track marked "Industrial Activities" be reserved for quartermaster storehouses, shops, offices, etc.

(f) That the space marked "Military schools area" be set aside for the erection of buildings necessary for all military instructions.

(g) That the "Rifle range area" remain as it is.

(h) That the space between the "Industrial area" and the "Barracks area" be set aside for amusement buildings and vocational school buildings.

(i) That the area on the hill northwest of "Barracks area" be set aside for noncommissioned officers' houses.

(j) That the small houses designated on the map for warrant officers' purposes be set aside, and additional ones be erected as the need for such becomes apparent.

(k) That the property of the Potomac Shipbuilding Co. be set aside for advance base material and training.

(l) That the area surrounding the new administration building be set aside as the "Administration area" to contain the guardhouse, fire station, and other activities connected with the administrative safety of the post.

(m) That the entire cantonment be heated by central heating plants and that the number of these be kept at the minimum.

(n) That the present hotel be turned into bachelor officers' quarters and mess, and that a sufficient number of bachelor officers' quarters be built in the vicinity thereof to warrant the maintenance of a good officers' mess.

(o) That the remainder of the reservation be maintained and divided into "Field training areas" for Infantry, Machine-Gun, Artillery, and other auxiliary arms.

(p) It is thought that the space set aside for barracks will hold very comfortably sufficient buildings to house 10,000 men in peace time, and for this number 400 officers will be required, or about 250 sets of quarters of all types, an addition of about 200 suitable for occupancy by officers.

(q) It is thought that the filling necessary to grade all the ground is not too excessive and can be readily done with steam shovels and industrial railroads.

(r) It is thought that all the troops of this post should live in one barracks area in order that the esprit may be entirely "marine" before it is subdivided into organizations.

It is recommended that one assembly building sufficient to hold 8,000 be erected, in addition to any other amusement buildings that may be needed.

It is felt that the "bungalow" type (class C and D) of house, with, by some modifications, is more suitable for the average requirements of a marine officer than the two story.

No effort has been made in this report to designate exact locations or names of buildings; only salient features are mentioned and allotments of space

S. D. BUTLER,  
*Brigadier General, United States Marine Corps.*

R. M. CUTTS,  
*Lieutenant Colonel, United States Marine Corps.*

H. L. ROOSEVELT,  
*Lieutenant Colonel, Acting Quartermaster, United States Marine Corps.*

H. E. JENKINS,  
*Lieutenant Colonel (Marine Corps), United States Navy.*

THOMAS J. BRADY, Jr.,  
*Lieutenant (j. g.) United States Naval Reserve Force.*

[First Indorsement.]

JANUARY 30, 1920.

of the post commander, Marine Barracks, Quantico, Va.

The post commander.

The Major General Commandant.

at: Plan of development for future needs of post.

forwarded, approved.

JOHN A. LEJEUNE.

[Second Indorsement.]

PLANNING SECTION, UNITED STATES MARINES,  
*Washington, D. C., February 5, 1920.*

The officer in charge.

The Major General Commandant.

It is recommended that the plan of development for the future needs of the post, as submitted by the local development board, be approved.

W. C. NEVILLE.

[Third Indorsement.]

HEADQUARTERS MARINE CORPS,  
*Washington, February 6, 1920.*

The Major General Commandant.

The quartermaster.



two companies of 125 men each, each one having its separate bailiwick in the building with dormitories, washrooms, company offices, etc., but a common mess-room and kitchen in which, under the Navy ration, these two companies can satisfactorily mess together.

3. In war time, if it was desired to increase the strength of the companies to 250 men, as suggested, this building would then be suitable for that arrangement. It is not believed desirable to erect a one-company building capable of holding 250 men and occupying it with only 150 or whatever the strength of the company would be in peace time, and it is further believed that Congress in its appropriations would not sanction this waste of space and unnecessary expense.

4. A rough plan of one of these two-company barracks which is similar to those now being erected at the Marine Barracks, San Diego, Calif., is appended hereto for the Major General Commandant's information.

5. As to paragraph (s), it is the belief of the quartermaster that the present assembly building or gymnasium, which it is believed will hold nearly 5,000 men, is sufficient for the ordinary needs of the post, and should not be disturbed until it is ascertained that it is not large enough for the requirements of the post—but this is a matter that can be well determined much later.

6. All the other paragraphs of the board's report meet with the quartermaster's approval.

C. L. McCAWLEY.

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UNITED STATES MARINE CORPS,  
OFFICE OF THE POST COMMANDER,  
*Marine Barracks, Quantico, Va., February 4, 1920.*

From: Post commander.

To: The major general commandant, United States Marine Corps, Washington, D. C.

Subject: Construction work at Quantico, Va.

1. The buildings at this post were hastily constructed to meet a temporary war emergency. It will, therefore, be necessary to replace them by permanent structures or extensively repair them in the near future. In the latter contingency the money expended would be of no lasting benefit. Furthermore, it will take a number of years to replace all the temporary structures by permanent buildings.

2. In view of the above it is deemed to be a matter of pressing importance that the necessary construction work should begin at once.

3. I have been informed that there will be a large unexpended balance of the appropriations for this fiscal year. It is strongly recommended that \$2,000,000 of this unexpended balance be reappropriated for the purpose of beginning the permanent development of this post.

JOHN A. LEJEUNE.

The CHAIRMAN. On page 111, "Repairs to barracks." Do you not suppose it would be practicable to make all the appropriations for the Quartermaster's Department in one fund? Is it not practicable, and the best thing to do, to carry that item over and include it under the clause at the top of page 118, making all of the appropriations under the Quartermaster's Department in one fund?

Gen. McCawley. I do not see why you pick that out particularly if you are going to do anything like that. You can do that by appropriating the entire amount for the maintenance of the Quartermaster Department in a lump sum of money without any subheads if you do not want detailed estimates. That can be done very readily.

The CHAIRMAN. The appropriations for the last few years have been very large. If you will look up how much has been appropriated for the past two years, that is under "Repairs to barracks" and insert it in the record, I shall be obliged to you.

Gen. McCawley. Fiscal year 1918, \$1,824,000; fiscal year 1919 \$4,258,204.

**Mr. KELLEY.** It seems to me, Mr. Chairman, we should have one policy about these funds. Nearly all of the appropriations carried in this bill are specifically allowed. Now, you have at the end here a clause which makes your appropriations a lump sum.

**Gen. McCawley.** There are various appropriations in this bill which are lumped in the same way that is combined under one fund for the purpose of easier administration. The Treasury Department has urged this on the part of the Marine Corps that there would be one account with us and everything charged to that one appropriation. The Army has also this same method in many of its appropriations.

**Mr. KELLEY.** Do you not think that the same policy should be applied all the way through the bill?

**Gen. McCawley.** I think it would be infinitely better for every branch of the service. As Mr. Butler stated yesterday, we might have a deficiency of a few hundred thousand dollars in one appropriation and a large balance in another fund, and yet have to go to the Appropriations Committee for the deficiency. This is practically a budget; the quartermaster explains to you how he is going to use the whole sum and gives you an analysis under each subhead. It saves a tremendous amount of confusion and bookkeeping in the Treasury.

**Mr. KELLEY.** The House is opposed to appropriating large lump sums.

**Gen. McCawley.** Under the old plan when I had to go to the Appropriations Committee for a deficiency I have often been asked if I had asked to the Naval Committee for sufficient money, and had to answer "Yes," but the sum had not been given, hence the deficiency. The new plan avoids deficiencies entirely.

**Gen. Barnett.** In this bill it is a separate and distinct sum for each item, and then lumped at the end.

The **CHAIRMAN.** With that clause on the end, turning back to the item I referred to, "Maintenance and repair of barracks," you could use the money out of anything?

**Gen. McCawley.** Yes, sir; if the Secretary of the Navy authorized the expenditure.

**Mr. KELLEY.** And if Congress had any idea of how much you ought to spend for any particular purpose and limited you to that amount, when you put this clause on the end it removes that restriction in a sense, and the will of Congress might not be carried out. I am not saying that that would be done, but it leaves it so that any desire Congress might have as to how the money should be expended could be evaded.

**Gen. McCawley.** Of course, Congress can limit any particular item in any way it should desire.

**Gen. Barnett.** This year, if we had not been careful, we could have spent more money, but we are turning back over fifty millions.

**Mr. KELLEY.** Your service will expend as nearly as possible to the amount set out?

**Gen. McCawley.** I try in every case to keep within the limits named by Congress under each subhead of appropriation.

**Mr. KELLEY.** There is no reason that exists in the Marine Corps why one policy should be pursued and another in the Navy?

The CHAIRMAN. Gen. Barnett, I would like to have you supply the committee with this information—I do not suppose you can answer these questions offhand, but I would like to have you insert the answers in the record:

What number of temporary officers have you in the Marine Corps, and how many of these came from the ranks?

To enable the Marine Corps to keep in commissioned grades all the officers who served in France and who are still in the corps, and who desire to remain in the corps, what enlisted strength is needed under existing laws, basing the number of officers on the enlisted strength in the entire service?

I would like to have you insert the answers to these questions in the record.

#### RECRUITING.

Gen. BARNETT. There are one or two things in reference to questions you asked me yesterday which I would like to give you now. The first is in relation to recruiting, and in regard to that I wish to say that bearing in mind the impression that I had yesterday that the recruiting in the Marine Corps was proceeding satisfactorily, this morning the matter was looked into again and I find that for the month of February but 800 recruits have been secured. This is but two-thirds of what we secured during the month of November, the highest point, when approximately 1,300 were enlisted. The number secured for December was 1,209; the number enlisted in January was 1,073. Extraordinary efforts are now being made to recover the lost ground, but within the limit of money available for the expenses of recruiting it is hardly to be expected that the enlistments from now on will be much over 1,000. As stated yesterday, if we secure this number per month it would take a year or more to build up the corps to the strength required by the existing program, 27,400. Now, I stated yesterday when I mentioned this and was asked the question with reference to the pay, I do not know what impression you got from what I stated, but I want to say now and to impress it upon your minds that I thought that if the pay for the Navy was increased and there was no increased pay for the Marine Corps it would be pretty nearly fatal.

Mr. KELLEY. I understand you have 15,000 men now?

Gen. BARNETT. Fifteen thousand four hundred.

Mr. KELLEY. And considering those eligible for discharge between now and the 1st of July and taking everything into account, if you enlist 1,000 men per month, what will be the strength of the Marine Corps for the coming year?

Gen. BARNETT. You mean for the whole of next year?

Mr. KELLEY. Yes, sir.

Gen. BARNETT. We have four months of this year yet, and that would make the strength 19,000 on July 1, and 1,000 per month after that if we can keep it up.

Mr. KELLEY. That is 20,000 for July, 21,000 for August, and so on. What would be the average for the year?

Gen. BARNETT. About 22,500.

Mr. KELLEY. If you do not do quite so well between now and July, the average will come down?

Gen. BARNETT. I contemplate that if you increase the pay we could have 25,000 in a very short time.

Mr. KELLEY. Suppose you do a little calculating with your recruiting department so as to fix as near as you can the average for the coming year; why they fell off this last six months, and so on.

Gen. BARNETT. That is only a guess on their part and I can guess as good as they can.

Mr. KELLEY. Probably an average of 20,000 for the year would be about right?

Gen. BARNETT. We will do better than that. We will have 19,000 on 1st of July to start with.

Mr. KELLEY. But are not some going to leave?

Gen. BARNETT. Comparatively few; the discharges are about all the same. Two years ago we took them in on temporary enlistments for the duration of the war, but since that time they have all been enlisted for two years.

Mr. KELLEY. Do you not discharge quite a number after getting them in barracks?

Gen. BARNETT. Comparatively few.

Mr. KELLEY. I think the testimony was that quite a number of boys had been let go; at least in the Navy.

Gen. BARNETT. We are only letting them go in cases where there is extreme dependency.

Mr. KELLEY. Do you get many of them who do not measure up to our standard?

Gen. BARNETT. No, sir.

Mr. KELLEY. How many of these drop out?

Gen. BARNETT. Very few; they are not really enlisted until accepted at the recruit depot; merely called applicants until examined, passed and enlisted.

Now, in regard to the advanced base force; the existing program, explained yesterday, contemplates a considerable force of marines to be assembled at Quantico and at San Diego for expeditionary service. I might add some important details here. These expeditionary forces when assembled will be available, of course, to meet extraordinary emergencies that may arise in the West Indies or in adjacent

to the battleships, but it is a force organized and maintained as a separate and distinct tactical unit of the fleet ready to move with the first line and to occupy a base at some distance from either the Atlantic or Pacific coast.

No fleet, under existing conditions, can maintain itself at sea ready for conflict at a distance from the coast without such an advanced base, adequately fortified.

In the service of the Marine Corps in France to maintain a strength of 8,000 enlisted men on the firing line, over 12,000 marines were dispatched to France as replacements. The Navy Department contemplates the immediate creation for purposes connected with the fleet the organization of two advance base outfits of the strength of 6,000 at Quantico and another at San Diego. Such a force must be organized and trained for this highly technical work at the earliest moment.

To expedite the assembly of such a force which must be made up of men who are trained artillerymen, as well as men experienced in the laying of mine fields and in other technical requirements, some incentive must be given further to induce enlistments. For this reason an increased pay for the Marine Corps, equally with the technical branches of the Navy, is of high importance.

There is one other point I want to bring up, that is, in reference to the Sixth Division of the Bureau of Navigation, the morale and the wonderful work of that worth-while organization.

(Attached is paper on the above subject:)

NAVY DEPARTMENT,

BUREAU OF NAVIGATION,

Washington, D. C., January 26, 1920.

MEMORANDUM FOR MAJOR GENERAL COMMANDANT, UNITED STATES MARINE CORPS.

The work of the Marine Corps section of the sixth division of the Bureau of Navigation has been felt to a material degree in the marine posts throughout the West Indies.

The surroundings of these sections are not such as to be conducive to the best morale. The men are in a country wholly different from their own. The venereal-disease rate was very high, indeed, two years ago. I am informed now that it is even lower than the average in the States.

The following report will show the work accomplished by this new division in carrying out its mission. In all cases the division either worked direct or interested one of the welfare organizations in the work. In all cases the men, with the advice and assistance of their officers, run their own clubs, showing this form of local self-government to be feasible.

The sixth division supplies athletic gear, lighting outfits, motion pictures, etc., and has adopted a policy of giving dollar for dollar raised from canteen profits for maintenance of these clubs. There are field officers as morale officers at Port au Prince, Haiti, and San Domingo City, Dominican Republic; also a captain of marines as morale officer at Camaguey, Cuba.

The following stations throughout the West Indies have been taken care of in the manner described:

1. *Camaguey, Cuba*.—Recreation building equipped with player piano, pool table, books and magazines, writing tables, games, etc. An outdoor motion-picture theater and an outdoor boxing and entertainment platform, an excellent athletic field and tennis court.
2. *Bayamo, Cuba*.—Recreation building, a baseball field, an excellent swimming place, and an equipment of shotguns and canoes for duck hunting and other water pursuits. The equipment of recreation building about the same as of Camaguey.
3. *Camp Union*.—An excellent recreation building, athletic field, and motion-picture equipment entirely adequate for post.

4. *Santiago de Cuba*.—Good recreation building, athletic field, motion picture, etc.

5. *Guantanamo City*.—Good recreation building, base ball field, and bathing place.

6. *Guantanamo Bay, Fisherman's Point*.—The post exchange here is the center of activity. For some years they have had pool tables and victrolas, also tennis courts and outdoor motion-picture theater. All these facilities have recently been improved, the baseball diamond resurveyed, and the recreation system is in good shape.

7. *Port au Prince, Haiti*.—There are two main recreation centers developed and promoted by the late Maj. Mayer of the Marine Corps, and a club outside the barracks on the Champs Demars. Both places are well equipped and are used by the men when they are in the city. Motion pictures are shown inside the barracks. Baseball fields and tennis courts are maintained near the club. The club also has a swimming pool in addition to the usual facilities.

8. *Cape Haitien, Haiti*.—There is an excellent recreation building here—one of the best in the islands and built by the American Red Cross. It is also the post exchange and the center of the enlisted men's activities. There is the usual equipment—player piano, pool table, and motion pictures. The generator that we sent down for motion pictures is used to light the building as well.

9. *Ouanaminthe, Haiti*.—Recreation facilities set up in headquarters building. Pool table, player piano, books and magazines, games, athletic materials, and motion-picture machine installed. Good tennis courts and athletic fields supplied.

10. *Monte Christi, Dominican Republic*.—Recreational buildings in town not very well located, but the best available at that time. Buildings very well equipped. In addition, motion pictures are held in the fort, and there are several tennis courts, hand-ball courts, and baseball fields.

11. *Puerta Plata, Dominican Republic*.—An excellent club on the plaza thoroughly equipped. Baseball field, tennis court, and handball court in the post. There is also an outdoor motion-picture theater. Frequent smokers and minstrel shows are given.

12. *Moca, Dominican Republic*.—A part of the headquarters building is given over to the recreation center, and the usual equipment is furnished and set up. Motion pictures are shown on the barracks property. There is a splendid baseball field and an excellent canteen is maintained.

13. *La Vega, Dominican Republic*.—There is a good club on the plaza, thoroughly equipped, and some additional equipment in the barracks themselves. Motion pictures are shown at the club, which is located on the plaza. There are baseball fields and tennis courts sufficient to take care of the men at the post.

14. *San Francisco de Macoris, Dominican Republic*.—An excellent club building thoroughly equipped is maintained, also a good baseball field and two good tennis courts.

15. *Sanchez, Dominican Republic*.—Small club building in operation and motion pictures are shown at the barracks.

16. *San Pedro de Macoris*.—A good club has been rented and equipped. Equipment is adequate and well suited for purpose.

17. *Hato Mayor*.—Motion-picture machine, athletic supplies, books, and magazines have been provided.

18. *Higüey*.—Men are supplied with motion pictures, victrolas, and adequate athletic supplies.

19. *San Domingo City*.—An excellent, self-supporting enlisted men's club is maintained about one-half mile from the barracks. In addition to this another recreation room is maintained outside the barracks.

20. *Azua, Dominican Republic*.—No recreation building furnished, but recreational equipment has been set up in the buildings themselves, entirely adequate for the number of men, also baseball field in town and handball court alongside the barracks.

21. *Barahona, Dominican Republic*.—Station about as at Azua, except that a recreation building is maintained. Barracks in both instances are lighted by the motion-picture generator.

22. *La Ramona, Dominican Republic*.—Very good recreation building erected by the sugar estate. This is thoroughly equipped.

23. *San Juan, Porto Rico*.—Good recreation building, thoroughly equipped. Also tennis courts, handball courts, and baseball field close at hand.

24. *St. Thomas, Virgin Islands.*—There is an excellent club house in town and recreational hall in addition in the marine barracks. There are plenty of tennis courts and a baseball field.

25. *Christiansted, St. Croix, Virgin Islands.*—Here is an excellent club, well equipped and practically self-supporting.

26. *Fredericksted, St. Croix, Virgin Islands.*—Situation same as at Christiansted.

In addition to the athletic and recreational material furnished, as described above, money allotments have been made to various commands totaling \$11,270, to be applied to clubs and recreation centers which are not self-supporting.

RANDOLPH COYLE,

*Major, United States Marine Corps.*

Gen. McCawley. There is another matter I wish to speak of to-day, and that is the question of free laundry service for enlisted men. If you will remember, in the hearings of December 19, 1918, pages 802 and 803, this subject was brought up by Mr. Hicks, who thought that the Government should clean the clothes of the men without cost in the same manner that everything else is done for their hygiene and welfare along the line of health.

Gen. Barnett agreed with Mr. Hicks in this matter; and I stated to the committee that the only reason it could not be done, and that the men should be required to pay for this laundry service, was that we had laundries established at only a few posts of the corps, namely, Philadelphia, Quantico, Norfolk, Paris Island, Pearl Harbor, Peking, and Portsmouth, N. H., where this washing could be done free, so that at other posts, where no laundries existed, the men would immediately become discontented and claim that the Government should have their clothes washed without cost, which would entail the making of contracts with local laundries at an expense to the Government for which there was no authority of law.

Information has just reached me, however, that a project has been conceived by the Quartermaster General of the Army, and approved by the Secretary of War and the Comptroller of the Treasury, which will enable the Government to wash clothes for enlisted men of the Army at all Government-owned plants, and make contracts for this service at posts where such laundries do not exist; so that every soldier in the Army will in future have his clothes washed at the expense of the Government, wherever stationed; and if this can be done for the enlisted men of the Army, I am distinctly of the opinion that the same authorization should be granted to the enlisted men of the Marine Corps, and therefore offer the following amendment to the appropriation "Contingent," which, if approved by you gentlemen, will carry this into effect:

Strike out the following wording, page 114, draft No. 1, naval bill, after the word "advertising," second line, "washing of bed sacks, mattress covers, pillowcases, towels, and sheets," and insert in lieu thereof: "washing and cleaning bed linen, towels, and articles of regulation clothing in use by enlisted men."

Gen. RICHARDS. Before the committee adjourns I wish to file here certain data requested yesterday in a part of my hearing. First, the cost in pay for a Marine Corps of 17,400, with officers to correspond, tabulated according to the items of the appropriation, "Pay, Marine Corps," \$12,446,420.28.

19. *Marine Corps," for 17,400 enlisted men and officers to correspond.*

men, active and reserve.....	\$2, 140, 950. 00
men, retired list.....	278, 745. 00
enlisted men, active.....	9, 252, 189. 00
enlisted men, retired.....	168, 045. 00
clothing.....	25, 000. 00
.....	110, 000. 00
cost of quarters.....	139, 000. 00
force.....	42, 961. 28
transferred.....	279, 530. 00

11..... 12, 446, 420. 28

The appropriation "Pay, Marine Corps," to allow for pay for or the entire fiscal year ending June 30, 1921, of an average of 22,500 men, 1,000 commissioned officers, 150 warrant and 42 pay clerks, is shown by the following table:

men, active and reserve.....	\$3, 315, 251. 00
men, retired list.....	278, 745. 00
enlisted men, active and reserve.....	11, 964, 037. 00
enlisted men, retired list.....	168, 045. 00
clothing.....	50, 000. 00
.....	150, 000. 00
cost of quarters.....	195, 000. 00
.....	42, 961. 28
transferred to civil status.....	279, 530. 00

16, 443, 569. 28

I add that in making up the foregoing table a proper allowance has been made for foreign-service pay based upon the new ruling of the Comptroller of the Treasury, embodied in his decision of January 1920, mentioned in my hearing of yesterday.

There has also been included the reduction in the pay of "civilian" by the elimination of the chief clerk and assistant clerk, at \$1,500. respectively, in my own office, suggested by the Board at my hearing. There has also been deducted out of the table the \$50,000 emergency fund for retired officers who were for unforeseen reasons, eliminated also at the suggestion

The following table shows that a change in the amount to be appropriated should be made to correspond to this revised phraseology:

*Pay, officers, retired list.*

Rank.	Number.	Rate.	Amount.
Major generals.....	2	\$6,000	\$12,000
Brigadier generals.....	4	4,500	18,000
Colonels.....	8	3,750	30,000
Lieutenant colonels.....	5	3,375	16,875
Majors.....	23	3,000	69,000
Captains.....	6	2,520	15,120
Do.....	30	2,160	64,800
Do.....	3	1,980	5,940
First lieutenants.....	4	2,100	8,400
Do.....	7	1,800	12,600
Do.....	5	1,650	8,250
Second lieutenants.....	5	1,530	7,650
Do.....	2	1,275	2,550
Marine gunners.....	2	1,500	3,000
Quartermaster clerk.....	1	1,500	1,500
Pay clerks.....	2	1,530	3,060
Total.....			278,760

Next, the wording of the appropriation for the pay of retired enlisted men should also be changed so as to agree to the following, which gives the actual retired list of enlisted men as it exists to-day:

For pay and allowances prescribed by law of enlisted men on the retired list: For 12 sergeants major, 1 drum major, 29 gunnery sergeants, 31 quartermaster sergeants, 48 first sergeants, 57 sergeants, 10 corporals, 4 principal musicians, 16 first-class musicians, 1 second-class musician, 1 drummer, and 10 privates, and for those who may be retired in accordance with law, \$168,045.

Permit me to invite attention to a very desirable change in the existing phraseology for the pay of both the retired officers and the retired enlisted men, now that that \$50,000 is to be eliminated. I wish to strike out the words "during the year" in the case of the officers and "during the fiscal year" in the case of the enlisted men, as indicated in the foregoing phraseology, and to change the words that remain to read in both instances "and for those who may be retired in accordance with law." The fiscal year, as the committee-men know, begins on July 1, 1920, and ends on June 30, 1921, and the words "during the year" may be construed to mean fiscal year. The language suggested authorizes the payment of retired pay for all those now unforeseen who may be retired; also from this date to the 30th of June, 1920, and thereafter until June 30, 1921. This is of especial importance, as we have eliminated the emergency fund of \$50,000 to take care of the pay of officers who may be so retired in accordance with law. This is not new legislation.

The following table explains how the foregoing figure, \$168,045, is calculated for the particular grades of enlisted men specified in the phraseology suggested, which, as stated, represents the retired list of enlisted men as it exists to-day:

*Pay, enlisted men, retired list.*

Rank.	Number.	Rate.	Amount.
	12	\$810	\$9,720
privates	31	810	25,110
	1	810	810
	48	810	38,880
	29	810	23,490
	57	621	35,397
	10	540	5,400
musicians	11	414	4,554
mus.	4	1,364	5,456
mus.	16	1,139	18,224
seamen	1	1,004	1,004
	220		168,045

g the figures totaling \$16,443,569.28, representing the ion. "Pay, Marine Corps," for 22,500 men and the stated officers. attention is invited to the fact that this includes \$279,530 as the pay for the temporary civil force, not \$100,000 set out in Draft No. 1 of the bill.

pon the committee adjourned until Monday, March 1,

**Monday, March 1, 1920.**

ommittee met this day at 10.30 o'clock a. m., Hon. Thomas chairman, presiding.

**BT OF MAJ. GEN. GEORGE BARNETT, MAJOR GENERAL  
ADJUTANT OF THE UNITED STATES MARINE CORPS—**

**CHAIRMAN.** Gen. Barnett, have you furnished the committee with a list of all the clerical employees that you have here in Washington and elsewhere?

**BARNETT.** Yes, sir; it appears in the record.

**CHAIRMAN.** Have you furnished us a statement showing the number of enlisted men doing clerical work here in Washington and elsewhere?



*Enlisted strength of Marine Corps—Continued.*

Station.	Authorized strength.	Recommended by M. G. C.	Actual strength
Indian Head, Md.: Naval proving ground	126	126	
Key West, Fla.: Marine barracks, naval station, and hospital	100	125	
New London, Conn.: Submarine base	100	125	
New Orleans, La.: Barracks, naval station, and prison	200	125	
Newport, R. I.:			
Torpedostation	126	125	
Naval War College		21	
New York, N. Y.:			
Barracks and navy yard	260	220	
Thirty-fifth Street Pier	160	125	
New York:			
Naval Ammunition Depot, Fort Lafayette	12	12	
Naval Ammunition Depot, Iona Island, N. Y.	70	70	
Radio station, Bayville	25	12	
Hospital, New York	25	20	
Norfolk, Va.:			
Marine barracks, navy yard, and navy yard annex	200	220	
Naval hospital	25	25	
St. Juliens Creek, N. A. D.	100	125	
Naval Ammunition Depot, Yorktown, Va.	50	50	
Pensacola, Fla.: Barracks and navy yard	100	125	
Philadelphia, Pa.:			
Barracks and navy yard	400	375	
Fort Mifflin, N. A. D.	70	70	
One hundred and sixty-second company	125	65	
Receiving ship, prison guard	125	125	
Point Isabel, Tex.: Radio station	25	25	
Portsmouth, N. H.: Marine barracks, navy yard, and prison	375	375	
Puget Sound, Wash.:			
Barracks and navy yard	200	200	
Naval magazine	50	50	
Torpedo station, Keyport, Wash.	50	50	
Radio, Va.: Radio station	25	25	
San Diego, Calif.:			
Barracks	180	125	
Fuel plant, La Playa		25	
Radio station, Chollas Heights	6	12	
Radio station, Point Loma	6	12	
Naval hospital		25	
Artillery regiment and Expeditionary Forces	1,700	1,700	
Washington, D. C.:			
Marine Barracks, barracks detachment	150	150	
Marine Band	67	67	
Barracks and navy yard	150	150	
Naval hospital	25	25	
Virgin Islands: Naval station	225	225	
Santo Domingo:			
Brigade headquarters			
Depot detachment			
Third Regiment			
Fourth Regiment			
Fifteenth Regiment			
Signal Company and Marine Guard Battalion	2,100	2,100	
Guardia Nacional Detachment			
Haiti:			
Brigade headquarters			
Depot detachment			
Second Regiment			
Eighth Regiment			
Constabulary detachment			
Radio station			
Machine Gun Battalion			
Hawaii, Pearl Harbor: Barracks and naval station	375	375	
Nicaragua: Legation guard	107	125	
Philippines:			
Cavite, marine barracks, navy yard, depot of supplies, and radio station	215	180	
Olongapo, barracks and station	125	125	
Peking, China: Legation guard		287	
Guam: Barracks and naval station	375	375	
Guantanamo Bay, Cuba: Barracks detachment and guard	320	320	
Camaguey, Cuba: Expeditionary, Seventh Regiment	500	500	
Headquarters, Marine Corps:			
Headquarters, Marine Corps	244	244	
Recruiting	456	456	
Depot of Supply, Philadelphia	97	97	
Staff offices, San Francisco, Calif.	57	57	
San Juan, P. R., radio station			
El Cayey, radio station	19	23	

## Enlisted strength of Marine Corps—Continued.

Station.	Authorized strength.	Recommended by M. G. C.	Actual strength, Feb. 27, 1920.
achment.....	134	250	1,736
achment.....	193	193	
achment.....	60	60	
ers' School.....	50	50	
ing depot.....	125	125	
ment.....			1,064
ilit.....			
orks and Navy Yard.....	325	325	
uties.....	50	50	
ts.....	61	61	
st.....	100	100	927
ital.....	600	600	
ital.....	21	21	
C.....			
ocial training).....	2,113	2,113	
ts.....	123		1,258
achment.....	204		
.....	34		
pany.....	405		
sp.....	53		
sp.....	260		
iment.....	88		
tracks.....	30		
achment.....	82	1,387	
st.....	38		
pot.....	25		
achment.....	24		
akers school.....	9		
.....	5		
.....	4		
.....	3		
and Expeditionary Force.....			3,010
arters.....	125	125	
ops.....			
ement headquarters and band.....	112	112	
station.....	271	271	
ompany.....	125	125	
r Company.....	125	125	
ght Battalion.....	264	264	
raft Gun Company.....	125	125	
icar detachment.....	50	50	
trol detachment.....	200	200	
Company.....	125	125	
ent Artillery.....	1,020	* 1,020	
y Brigade.....	3,010	* 3,010	
.....			300
S. C.....			
.....	1,020	175	* 1,020

## Enlisted strength of Marine Corps—Continued.

Station.	Authorized strength.	Recommended by M. G. C.	Actual strength.
<b>Special duty:</b>			
Pittsburgh.....	64	64	
Galveston.....	40	40	
Salem.....	17	17	
Mayflower.....	15	15	
Dolphin.....	20	20	
General Alava.....			
<b>To be placed in commission at an early date:</b>			
Tennessee.....	75	75	
California.....	75	75	
Rs. New Brunswick, N. J.....	13	13	
En route between stations.....			
Enlisted, unassigned.....			
France and England.....			
<b>Total.....</b>	<b>26,539</b>	<b>26,779</b>	
<b>Guards withdrawn—to be replaced upon demand of department:</b>			
<b>Cruisers—</b>			
Huntington.....	64	64	
Seattle.....	64	64	
Birmingham.....	17	17	
Chester.....	17	17	
<b>Atlantic—</b>			
Minnesota.....	74	74	
South Carolina.....	64	64	
Michigan.....	64	64	
Connecticut.....	74	74	
Louisiana.....	64	64	
New Hampshire.....	64	64	
Kansas.....	64	64	
<b>Pacific—</b>			
Georgia.....	74	74	
Nebraska.....	64	64	
Vermont.....	64	64	
Virginian.....	74	74	
New Jersey.....	64	64	
Rhode Island.....	64	64	
<b>Total.....</b>	<b>27,573</b>	<b>27,813</b>	

The CHAIRMAN. Now, will you furnish us a statement of the number of marines ashore, showing where all the marines are when ashore?

Gen. BARNETT. Yes, sir; at every place in the world, whether they are ashore or afloat.

The CHAIRMAN. And also a statement of the number of officers that you have, regular and temporary, and where they are employed.

Gen. BARNETT. Yes, sir.

(The statement referred to is as follows:)

Table showing authorized and actual commissioned complement of the United States Marine Corps, also shortages and excesses.

Posts.	Authorized.	Actual.	Shortage.	Excess.	Remarks.
Annapolis, Md.....	4	3	1		
Boston, Mass.....	7	7			
General court-martial.....	2	2			At navy yard, not carried at barracks.
Hingham, Mass.....	2	3		1	
Charleston, S. C.....	5	5			
General court-martial.....	1	1			Do.
Dover, N. J.....	3	3			
Indianhead, Md.....	3	2	1		
Key West, Fla.....	3	2	1		

**ring authorized and actual commissioned complement of posts of  
United States Marine Corps, etc.—Continued.**

posts.	Author- ized.	Actual.	Short- age.	Excess.	Remarks.
Comd.	4	3	1		
La.	5	5			
Y.	4	4			
Art-martial.	16	16			
Y.	3	3			At navy yard, not carried at marine barracks.
Y.	2	1	1		
St. Va.	17	27		10	13 students, sea-going school.
St. Va.	4	3	1		
St. Va.	3	12		9	9 students, aviation school.
St. Va.	9	7	2		
Wash.	8	8			
Marine.	1		1		Stations not completed; guards not completely furnished.
Station.	1		1		
St. barracks and	10	15		5	4 officers ordered to station on recom-
seed base force.					mendation of medical officers.
B. C., barracks.	5	6		1	1 officer in arrest.
D. C., barracks.	4	5		1	
	11	11			1 officer legal adviser to governor,
					Virgin Islands.
Station.	1	1			
go, Dominican					
Headquarters.	19	19			
achment.	1	1			
ary governor.	2	2			
achment.	47	28	19		
achment.	47	28	19		
achment.	47	42	5		
achment.	8	6	2		
achment.	9	9			No fixed complement.
Headquarters.	12	12			
achment.	1	1			
d Eighth Regi-	47	40	7		
ary detachment.	35	19	16		
achment.	1	1			
achment.	10	9	1		
Hawaii.	13	13			
	5	5			
	8	8			
	6	6			
	15	15			
	14	11	3		
Say, Cuba.	5	5			
ha.	10	11		1	1 officer absent without leave.
Marine Corps.	54	54			
ment.	14	14			

Table

Authorized and actual commissioned complement of posts of United States Marine Corps, etc.—Continued.

Posts.	Authorized.	Actual.	Shortage.	Excess.	Remarks.
Mare Island, Calif. ....	36	36	.....	.....	Includes following organizations: Barracks detachment, naval magazine, naval prison, and recruit depot.
Paris Island, S. C. ....	84	65	19	.....	Includes following organizations: Barracks detachment, rifle range detachment, recruit training station, seagoing depot, aviation force, and naval prison. One retired officer on active duty.
Philadelphia, Pa. ....	19	19	.....	.....	
First Advanced Base Force....	60	36	24	.....	Includes First Fixed Defense Regiment.
Prison detachment.....	3	1	2	.....	
Fort Mifflin, Pa. ....	1	1	.....	.....	
Ships.....	57	45	12	.....	
Great Lakes, Ill. ....	1	1	.....	.....	In charge of Aviation Mechanics' School at naval training station.
Total.....	1,093	978	221	106	
Officers ordered home from foreign stations.....		19	.....	.....	
Sick, on sick leave, on leave, upon return from overseas, awaiting retirement, absent without leave:					
Headquarters Marine Corps.....		9	.....	.....	6 officers sick, 1 awaiting retirement, 1 on leave, 1 retired officer on active duty.
New York, N. Y. ....		4	.....	.....	4 officers sick.
Fort Lyon, Colo. ....		3	.....	.....	Under treatment, naval hospital.
Quantico, Va. ....		6	.....	.....	3 officers sick, 1 absent without leave, 2 awaiting retirement.
Mare Island, Calif. ....		1	.....	.....	1 officer awaiting retirement.
Reserve officers.....		1,020	.....	.....	
Retired officers on active duty.....		6	.....	.....	
		4	.....	.....	
Actual number officers on active duty, Feb. 23, 1920.		1,010	.....	.....	

## MEMORANDUM.

Subject: Officers for aviation duty.

1. It is proposed to distribute the 100 officers required for aviation duty as follows:

Marine Flying Field, Quantico, Va., for expeditionary duty, training artillery observers and other observers, and maintaining flying field.....	30
Marine Flying Field, Parris Island, S. C., for expeditionary duty, training artillery observers and other observers, and maintaining flying field.....	20
Dutch Flats, San Diego, Calif., for expeditionary duty, training artillery observers and other observers, and maintaining flying field.....	10
Headquarters, United States Marine Corps.....	3
Inspection duty.....	2
Expeditionary organization in Haiti.....	21
Expeditionary organization in Santo Domingo.....	14

2. If the aviation personnel in either Haiti or Santo Domingo, or both, is relieved from duty, the strength of the organization at Dutch Flats will be increased to 300 men and 30 officers, and the remaining men will be assigned to a special expeditionary unit stationed at either Quantico or Parris Island.

3. Above distribution includes also balloon personnel at Quantico.

Gen. BARNETT (continuing). I have also that information, Mr. Chairman, that you said you could not put your hand on the other day, and a copy will be furnished you; I have it here.

CHAIRMAN. I have searched for it everywhere.

. BARNETT. The other list, that you did find, shows you everyone applied for a commission and did not get it; this list [indicates] shows you everyone who applied for a commission and

CHAIRMAN. This may be a small item to ask you about; but you would also include in your statement the number of automobiles that you have, both passenger and freight, where they are employed, and who uses them.

. BARNETT. I will sir. That is to include both passenger automobiles and trucks—everything?

CHAIRMAN. Yes; everything.

*Passenger-carrying motor transportation and trucks, Mar. 2, 1920.*

Auto- mobiles.	Ambu- lances, cycles.	Station.	By whom used.	Purpose of use.	Trucks.	Purpose of use.
3	4	6	First Brigade, Haiti.....	Official military purposes, including trans- portation of sick and dispatch duty.	23	Official pur- poses.
1	1	1	Squadron E, Port au Prince, Haiti.....	Official dispatch duty.	3	Do.
3	1	2	Depot, Port au Prince, Haiti.....	Official military purposes and dispatch duty.	6	Do.
12	1	7	Second Regiment, Haiti.....	Official military purposes, including trans- portation of sick and dispatch duty.	2	Do.
1	1	1	Second Brigade, Santo Domingo City, Dominican Republic.....	do.	8	Do.
6	1	6	Third Regiment, Santo Domingo City, Dominican Republic.....	do.	21	Do.
2	4	4	Fourth Regiment, Santiago, Domini- can Republic.....	do.	6	Do.
1	1	1	Fifteenth Regiment, San Pedro de Macoris.....	do.	2	Do.
1	1	1	Depot, Puerto Plata, Dominican Re- public.....	do.	3	Do.
2	1	2	Annapolis, Md.....	Official military and garrison purposes.	1	Do.
1	1	2	Boston, Mass.....	do.	1	Do.
1	1	2	Camaguey, Cuba.....	Official, military, and garrison purposes, including transportation of sick.	1	Do.
1	1	1	Cavite, P. I.....	do.	1	Do.
1	1	1	Charleston, S. C., barracks.....	Official, military, and garrison purposes.	3	Do.
1	1	2	Charleston, S. C., depot.....	Official military purposes, including dis- patch duty.	3	Do.
1	1	1	Dover, N. J.....	Official military purposes.....	2	Do.
1	1	1	Fort Mifflin, Pa.....	Dispatch duty.	1	Do.
1	1	1	Guantanamo Bay, Cuba.....	Official military purposes, including dis- patch duty.	1	Do.
1	7	7	Guam, Midway Islands.....	do.	5	Do.
1	1	1	Hingham, Mass.....	Dispatch duty.	2	Do.
1	1	1	Long Island.....	Dispatch duty.	1	Do.
3	1	1	Indian, Md.....	Dispatch duty.	1	Do.
1	1	1	Key West, Fla.....	Official military purposes including dis- patch duty and transportation of sick.	4	Do.
1	1	1	Mare Island, Calif.....	Official military purposes, including dis- patch duty.	1	Do.
1	2	2	New London, Conn.....	Dispatch duty.	1	Do.
1	1	1	Newport, R. I.....	do.	1	Do.
1	1	1	New Orleans, La.....	Post headquarters.	1	Do.

No.	Name of station, and address	Communications section, with names of officers of (government)	Communications section, with names of officers of (government)	Communications section, with names of officers of (government)	No.	Remarks
2	Peking, China.				2	Do.
1	Pensacola, Fla.				3	Do.
3	Philadelphia, Pa., barracks				4	Do.
3	Philadelphia, Pa., Headquarters, A. B. F.				72	For expeditionary purposes.
4	Philadelphia, Pa., A. B. F.				10	Do.
2	Philadelphia, Pa., Army Car Squadron.				3	Do.
21	Philadelphia, Pa., First Regiment.				14	Do.
4	Philadelphia, Pa., depot (use).				67	Replacement purposes and expeditionary duty.
19	Philadelphia, Pa., depot (stock).				1	Official purposes.
1	Point Isabel, Tex.				3	Do.
1	Portsmouth, N. H.				3	Do.
6	Puget Sound, Wash.				71	Do.
4	Quantico, Va., barracks.				41	Do.
17	Quantico, Va., Tenth Regiment.				7	Do.
2	Quantico, Marine Aero Squadron.				4	Do.
2	St. Julien Creek, Va.				3	Do.
3	San Diego, Calif.				4	Do.
1	St. Croix, Virgin Islands.				1	Do.
1	St. Thomas, Virgin Islands.				4	Do.
1	San Francisco, Calif., depot.				4	Do.
0	Tuckerton, N. J.				1	Do.
6	Washington, D. C., Headquarters Marine Corps.				4	Do.
1	Washington, D. C., barracks.				1	Do.
	Washington, D. C., barracks, Navy Yard.				2	Do.
1	Yorktown, Va.				1	Do.
1	Recruiting Publicity Bureau, New York.				2	Do.

*Passenger-carrying motor transportation and trucks, Mar. 2, 1920.*

Auto- mobiles.	Ambu- lances, cycles.	Station.	By whom used.	Purpose of use.	Trucks.	Purpose of use.
5	4	First Brigade, Haiti.	Brigade commander, staff, other officials of Government.	Official military purposes, including transportation of sick and dispatch duty.	23	Official purposes.
1	1	Squadron E, Port au Prince, Haiti.	Squadron headquarters, Squadron E.	Official dispatch duty.	3	Do.
3	1	Depot, Port au Prince, Haiti.	Depot quartermaster and orderlies.	Official military purposes and dispatch duty.	6	Do.
12	1	Second Regiment, Haiti.	Regimental commander, staff, other officials of Government.	Official military purposes, including transportation of sick and dispatch duty.	2	Do.
1	1	Second Brigade, Santo Domingo City, Dominican Republic.	Brigade commander, staff, other officials of Government.	do.	8	Do.
6	1	Third Regiment, Santo Domingo City, Dominican Republic.	Regimental commander, staff, other officials of Government.	do.	21	Do.
2	4	Fourth Regiment, Santiago, Dominican Republic.	do.	do.	6	Do.
1	1	Fifteenth Regiment, San Pedro de Macoris.	do.	do.	2	Do.
1	1	Depot, Puerto Plata, Dominican Republic.	Depot quartermaster and other officials of Government.	do.	3	Do.
1	1	Annapolis, Md.	Commanding officer and other officials of Government.	Official military and garrison purposes.	1	Do.
1	2	Boston, Mass.	do.	do.	1	Do.
2	1	Camaguey, Cuba.	do.	Official military, and garrison purposes, including transportation of sick.	1	Do.
1	1	Cavite, P. I.	Commanding officer and other officials of Government.	Official military, and garrison purposes.	1	Do.
1	1	Charleston, S. C., barracks.	Depot quartermaster and other officials of Government.	Official military purposes, including dispatch duty.	3	Do.
1	1	Charleston, S. C., depot.	Commanding officer and other officials of Government.	Official military purposes.	3	Do.
1	1	Dover, N. J.	Commanding officer and other officials of Government.	Official military purposes.	2	Do.
1	1	Fort Millin, Pa.	Marine detachment.	Dispatch duty.	1	Do.
1	1	Guantanamo Bay, Cuba.	Commanding officer and other officials of Government.	Official military purposes, including dispatch duty.	1	Do.
1	7	Guam, Midway Islands.	Marine Detachment.	Dispatch duty.	5	Do.
1	1	Hingham, Mass.	do.	do.	2	Do.
1	1	Indianapolis, Ind.	Marine detachment.	Dispatch duty.	1	Do.
1	1	Key West, Fla.	do.	do.	1	Do.
3	1	Mare Island, Calif.	Commanding officer, and other officials of Government.	Official military purposes including dispatch duty and transportation of sick.	4	Do.
1	2	New London, Conn.	do.	Official military purposes, including dispatch duty.	1	Do.
1	1	Newport, R. I.	Post headquarters.	Dispatch duty.	1	Do.
1	1	New Orleans, La.	do.	do.	1	Do.

2	1	New York, N. Y.	Commanding officer, and other officials of Government.	Official military and aviation purposes, including dispatch duty.	Do.
1	3	Norfolk, Va.	do.	Official military and aviation purposes, including dispatch duty.	Do.
14	9	Hongkong, P. I.	Post commander staff, other officials of Government.	Official military purposes, including transportation of sick and dispatch duty.	Do.
2		Pearl Harbor, Hawaii.	Commanding officer, and other officials of Government.	Official military purposes, including dispatch duty.	Do.
2		Peking, China.	do.	do.	Do.
1		Pensacola, Fla.	do.	do.	Do.
3	1	Philadelphia, Pa., barracks	do.	do.	Do.
3		Philadelphia, Pa., Headquarters, A. B. F.	Commanding general and other officials of Government.	do.	Do.
4	35	Philadelphia, Pa., A. B. F.	In store.	For expeditionary duty.	For expeditionary duty.
		Philadelphia, Pa., Army Car Squadron.	Squadron headquarters.	Dispatch duty.	Do.
	21	Philadelphia, Pa., First Regiment.	Signal Company and regimental headquarters.	Dispatch duty (for expeditionary duty).	Do.
4		Philadelphia, Pa., depot (use).	Depot quartermaster and other officials of Government.	Official military purposes.	Do.
19	7	Philadelphia, Pa., depot (stock).	In stock for repair and issue as required.	For replacement purposes and expeditionary duty.	For replacement purposes and expeditionary duty.
		Point Isabel, Tex.	do.	do.	Do.
1	1	Portsmouth, N. H.	Commanding officer and other officials of Government.	Official military purposes, including dispatch duty.	Do.
1		Puget Sound, Wash.	do.	Official military purposes.	Do.
6	7	Quantico, Va., barracks.	Post commander, staff, other officials of Government.	Official military purposes, including transportation and dispatch duty.	Do.
4	17	Quantico, Va., Tenth Regiment.	Regimental commander, staff, other officials of Government.	Official military purposes, including dispatch duty.	Do.
	2	Quantico, Marine Aero Squadron.	Squadron headquarters.	Dispatch duty.	Do.
2	3	St. Julian, Creek, Va.	Detachment headquarters.	Official military purposes, including dispatch duty.	Do.
		San Diego, Calif.	Commanding officer, and other officials of Government.	Official military purposes, including dispatch duty.	Do.
1	3	St. Croix, Virgin Islands.	do.	do.	Do.
1	5	St. Thomas, Virgin Islands.	do.	do.	Do.
1	1	San Francisco, Calif., depot.	Depot quartermaster and other officials of Government.	do.	Do.
		Tuckerton, N. J.	do.	do.	Do.
6	6	Washington, D. C., headquarters Marine Corps.	Machine Gun Company, Navy and Marine Corps officers, and fuel inspector.	Official military purposes.	Do.
	1	Washington, D. C., barracks.	Orderlies.	Dispatch duty.	Do.
		Washington, D. C., barracks, Navy Yard.	do.	do.	Do.
1	1	Yorktown, Va.	Detachment headquarters.	Patrol and dispatch duty.	Official purposes.
		Recruiting Publicity Bureau, New York.	O. I. C. recruiting bureau, and other officials of Government.	Official military purposes.	Do.

*Passenger-carrying motor transportation and trucks, Mar. 2, 1920—Continued.*

Auto- mobiles	Ambu- lances	Motor cycles	Station	By whom used	Purpose of use	Trucks	Purpose of use
		4	Central Recruiting Division	Recruiting district headquarters	Official military purposes, including dis- tribution of publicity matter	5	Official pur- poses, Do.
3		5	Eastern Recruiting Division	Officers I. C., and recruiting district head- quarters	.....do.....	8	Do.
1		3	Mountain Recruiting Division	Recruiting district headquarters	.....do.....	1	Do.
		1	Southern Recruiting Division	Officers I. C., and recruiting district head- quarters	.....do.....	2	Do.
1		8	Western Recruiting Division	.....do.....	.....do.....		
128	33	283	Total	.....do.....	.....do.....	492	

The CHAIRMAN. I desire to express, both for the committee and myself, our indebtedness to you for your attendance. Mr. Hicks as several questions that he desires to ask you before you leave.

Mr. HICKS. I would like to ask you a few questions in regard to the proposed increase of the personnel of the Marine Corps.

You mention certain ratings that you desire for the Air Service. I think you covered that the other day, but not quite as fully as I would like to have it covered, because I think it is quite important.

I notice that you provide in this increase of the personnel of the Marine Corps for 108 aero sergeants, 114 aero mechanics (first class), 150 aero mechanics (second class), and 186 of the third class, with ranks to correspond to the same grades in the Navy?

Gen. BARNETT. Yes, sir.

Mr. HICKS. What is the necessity for that?

Gen. BARNETT. The necessity for that is that we have an aviation service consisting, roughly, of 1,000 men and 100 officers; and they must have mechanics in order to keep those machines in running order and to make necessary repairs, because it is very seldom that a machine flies even once without requiring repairs. This requires a high class of mechanics; and all of the men that we have enlisted especially for the aviation service we have sent to the Navy Mechanics' School at the Great Lakes Training Station, near Chicago, where they get a thorough training, just the same as is given to the Navy men, with reference to the handling of naval machines. And in order to get these men and keep them satisfied I think they should get exactly the same pay that similar men doing exactly the same work in the Navy get; in order for us to get and hold them it is necessary that they should get that pay.

Mr. HICKS. Then it is evidently the case in the Marine Corps, as it is in the Navy, that these mechanics who are employed in the ground work in connection with aviation are leaving the service because of lack of sufficient pay. You propose to increase their pay by giving them ratings in accordance with the higher pay of those ratings?

Gen. BARNETT. I am trying to relieve them of a feeling that there is discrimination against them, a feeling which always makes for discontent.

Mr. HICKS. These men, if they should get the ratings that you have mentioned in this proposed bill, would then be practically chief petty officers, would they not, with the corresponding pay?

Gen. BARNETT. I have given the corresponding ratings in the Navy; I have shown just what their ratings would be in the Navy.

Mr. HICKS. Well, they would be practically chief petty officers?

Gen. BARNETT. Some of them would rank as chief petty officers. In the bill we have asked for some chief petty officer ratings.

Mr. HICKS. Let us be specific; we want to get this into the record straight. Take, for instance, the 108 aero sergeants: What would be their pay?

Gen. BARNETT. I have a list, which I submitted to the committee, giving the exact pay of each rating; I have that here.

Mr. HICKS. Is that in the record?

Gen. BARNETT. It is going in.

Mr. HICKS. Well, let us get it into the record just at this point.

(The statement referred to is as follows:)

Subject: Ranks, ratings, and pay of enlisted men in the Navy and Marine Corps performing the same duties in connection with aviation.

Ranks and ratings.	Present pay.	Pay requested.
Chief machinist's mate (U. S. Navy).....	\$83.00	
Aero sergeant, now gunnery sergeant (U. S. Marine Corps).....	51.00	\$9.00
Machinist's mate, first class (U. S. Navy).....	66.00	
Aero mechanic, first class, now sergeant (U. S. Marine Corps).....	38.00	(6.00)
Machinist's mate, second class (U. S. Navy).....	55.50	
Aero mechanic, second class, now corporal (U. S. Marine Corps).....	36.00	\$8.50
Machinist's mate, third class (U. S. Navy).....	41.00	
Aero mechanic, third class, now private, first class (U. S. Marine Corps).....	33.00	41.00

<sup>1</sup> If any general increase is allowed, it should be added to second column.

Ranks and ratings in same group perform same duties.

Gen. BARNETT. I put in each case the pay of the Navy and the rating of the Navy to correspond.

Mr. HICKS. And you think with these new ratings it will be possible to get these men and hold them?

Gen. BARNETT. I do; that is what I want.

Mr. HICKS. And it is absolutely essential for aviation that these ratings be made in order that we may get the men?

Gen. BARNETT. I consider it absolutely necessary, because they serve right alongside of their brothers in the Navy who are getting already that rate of pay for doing the identical work.

Mr. HICKS. Well, if these ratings are all going in the hearings I will not read them now, but I would like to get them in the record.

Gen. BARNETT. I will insert them in connection with my answers to these questions.

The CHAIRMAN. If Congress sees fit to continue your enlisted force of 27,400 men, authorized for the current year, please write into your statement made here what would be the average number of marines each month that you would have in the service.

Gen. BARNETT. I have prepared that since Saturday.

The CHAIRMAN. Well, you can insert that in the record. I do not care to repeat the questions and have you repeat the answers.

Gen. BARNETT. I have it here showing what it would be for each month, for both the officers and men, if the recruiting keeps up—showing also what the number of officers will be for 20,000, 21,000, for 22,000, and so on right through.

The CHAIRMAN. All right; you may insert that in the record. Would you like to add anything?

Gen. BARNETT. Yes; but Mr. Kelley is the man who asked me the question about this matter, and he is not present now.

The CHAIRMAN. Then, if it will not disturb anybody, we will come back to this subject when Mr. Kelley comes in; and in the meantime I would like to ask Gen. Lejeune a few questions about another matter.

the statement submitted by Gen. Barnett is as follows:)

and allowance of commissioned officers on present permanent strength of 1, on present temporary strength of 27,400, and on permanent strength fixed by new legislation, 27,467 plus 60 aviation officers.

	17,400	27,400	27,467
Boots	6	9	9
including 3 heads of staff departments, who have rank of brigadier	23	36	36
colonels	28	44	45
	79	124	125
	206	329	340
lieutenants	175	276	286
lieutenants	174	275	305
Total	693	1,093	1,156

<sup>1</sup> Includes 10 additional officers for aviation.

<sup>2</sup> Includes 20 additional officers for aviation.

<sup>3</sup> Includes 20 additional officers for aviation.

and number of officers in each grade on enlisted strength as indicated.

	20,067	21,067	22,067	23,067	24,067	25,067
	7	7	7	7	8	8
	26	27	29	30	31	33
colonels	33	34	36	37	39	41
	91	96	100	105	109	114
	241	253	265	277	289	301
lieutenants	201	212	222	232	242	252
lieutenants	201	211	221	232	242	251
Total	800	840	880	920	960	1,000

of staff departments who have rank of brigadier general are included in colonels, in accordance with Act of Aug. 29, 1916.

Chief of MAJ. GEN. JOHN A. LEJEUNE, Commandant Marine Corps Base, Quantico, Va.

CHAIRMAN. Gen. Lejeune, you are the commanding officer in Quantico, as we learned the other day?



So that the first thing to consider before we can arrive at a correct conclusion as to the proper size of the Marine Corps, its organization, and its location, is the mission of the Marine Corps.

The General Board of the Navy has for 20 years been making a study of all important naval questions, and among others, the mission of the various branches of the Navy, including the Marine Corps. It has formulated a mission for the Marine Corps in the event of war. Its recommendation as to the mission of the Marine Corps has been approved by the Navy Department; and therefore constitutes the policy of the Commander in Chief with reference to the use of the Marine Corps in the event of war. Briefly, that mission may be stated as follows: "The Marine Corps will supply expeditionary forces for service with the fleets in the event of war."

Now, it might be said that in the last war the Marine Corps did not carry out this mission. Its failure to do so was due to the fact that we entered the war after the enemy fleet, except submarines had been swept from the seas. Consequently, there was no naval mission for the Marine Corps, and unless it had served with the Army in France the Marine Corps could not have taken any part in the great war.

A certain part of the naval force must be kept in active commission. Just what that part is, and how large, is a matter to be decided by the experts and by Congress, but its readiness for war is of vital importance. There is always the danger that the next war may burst upon us just as suddenly as did the last war on England and France, when the readiness of the British fleet for immediate service saved the nation from invasion.

As these expeditionary forces of marines, are intended for service with the fleets they must be kept in a similar state of readiness.

The duty of the expeditionary forces with the fleets would be the seizure, occupation, fortification, and defense of temporary naval bases. Fleets can not operate without bases.

It is for this reason that these expeditionary forces must always be ready to embark promptly on board transports and sail with the fleets, should a war come upon us, and it is for this reason these forces should be organized, trained, and equipped for active service.

So much for the war proposition. Now, in time of peace, these expeditionary forces have their uses also. I think it was Napoleon who said that we can only make an accurate forecast of the future by studying the past, by studying history. Let us therefore study the history of the Marine Corps during the last 20 years. If we should do so, we will find that there has been an average of one expedition per annum by the Marine Corps. I could easily recount them all. For instance, we had in 1916 the Santo Dominican expedition, when we occupied that republic, and we are still in occupation of it. In 1915, we had the Haitian expedition; in 1914, we had the Vera Cruz expedition; in 1913, we had the expedition which went to Guantánamo for service in Mexico.

Mr. KELLEY. About how many troops were involved, on an average, in those expeditions?

Gen. LEJEUNE. Different numbers. The one that went to Cuba was about 3,000; but we did not go to Mexico; we simply camped there in Cuba. And in 1912 there were two expeditions, one to Nicaragua

and one to Cuba, during the insurrection in the eastern part of the island. In 1911 an expeditionary brigade went to Cuba at the time of the Madero revolution in Mexico. In 1910 there was the Nicaragua expedition; and so on back to 1898.

The size of these expeditions, in many instances, has been limited by the number of available men in the Marine Corps. In other words, we have sent all we had, and would have sent more if we had had them. Take the Cuban expedition of 1906: The Marine Corps was insufficient in size to handle the situation, and therefore the Army had to be called on. The same thing happened in 1914 in Vera Cruz, where the Marine Corps served with the Army; and the same thing has happened elsewhere.

So that in time of peace it is just as necessary to have expeditionary forces in readiness as in time of war; it is absolutely essential that we should have this force in readiness, organized, trained, and equipped at all times for the performance of this peace-time work. In other words, we must be ready to work not only in time of war, but also in time of peace.

As I told the committee last week, it is our plan to educate the men between expeditions. Our forces, therefore, will not be idle. Between wars they will be engaged in peace-time expeditions, and between expeditions in military training and at vocational schools.

We will now consider the question of the size of these expeditionary forces. This is a matter of great importance and can only be correctly determined by naval experts.

Congress has created the office of Naval Operations, and has provided that one of its duties is the preparation of plans of campaign, or war plans. The planning section has been organized, and it is constantly working on plans of campaign for the Navy and the Marine Corps. Gen. Barnett said a few minutes ago that these plans for the Marine Corps provide for two expeditionary forces, one for service with the Pacific Fleet, to be stationed on the east coast, and the other for service with the Atlantic Fleet, to be stationed on the east coast. I think the size Gen. Barnett mentioned was 6,000 or 8,000 men for each force.

Gen. BARNETT. That was not signed or approved by anybody, but was just a tentative plan drawn up; because, of course, the plans have changed materially since the Pacific Fleet went out. Of course, until last year we had—

The CHAIRMAN (interposing). Where will you have a rendezvous for the fleet stationed on the Atlantic coast?

Gen. BARNETT. At Quantico, Va.

The CHAIRMAN. You are about to move there from Philadelphia?

Gen. BARNETT. Yes; Gen. Lejeune was just about to take that up.

The CHAIRMAN. I do not know anything about technical military matters; I do not know what preparations you have made. But we have gone to a great deal of expense for an advance base at Philadelphia. We have made appropriations from year to year, on the theory that that was where you would stay.

Gen. BARNETT. That was before we had Quantico. And I have been told by both the Navy—and when I say “the Navy” I mean the different bureaus of the Navy Department—and by the Secretary himself that it is getting more and more apparent that the land

the marines used in Philadelphia is becoming more and more necessary for naval purposes—shops, buildings, and other facilities.

The CHAIRMAN. Where would you have the point of concentration on the west coast?

Gen. LEJEUNE. I will speak of that in a few moments. The third question you asked me a few minutes ago was as to the location of the expeditionary forces.

Before the World War all of the marines on the east coast were scattered in the different navy yards, and when we had an expedition they had to be assembled. The largest number was in Philadelphia. It was evident to all far-seeing officers that this was a very bad arrangement, as we had no space available in the navy yards to train men. It requires something more than a parade ground on which to train men; we have to have a large and varied terrain. The navy yards are industrial establishments, their area is small, and the buildings are constantly encroaching on the vacant land, so that now, since the war is over, there is not a navy yard in the United States that I know of that has any space available either for parade grounds or for additional barracks. For instance, in New York the marines are being moved out of their barracks; they have been moved out of the barracks at the Naval Academy; and it is not unlikely that they will be moved out at Boston, Norfolk, and other places.

The CHAIRMAN. You are being moved out of your barracks at Annapolis, but you still remain there; the Navy took your barracks from you?

Gen. LEJEUNE. Yes, sir. We are simply compelled to concentrate, whether we want to or not.

Then there is another reason for concentrating. We can not train our men in small units; we have to have our men organized into regiments in order to train them as regiments. So that for the sake of efficiency we must have concentration points where we can have quarters for our larger units and where we can have a terrain suitable in size and in natural features for training.

This need became evident to all on the outbreak of the war, and it was then determined that we had to have a place where we could train our forces for service overseas or elsewhere.

Mr. PADGETT. May I interrupt you a moment? It was recommended to the committee as a reason for establishing a base at Quantico that it was necessary to have a varied ground and extensive ground in order to have artillery and regimental and larger units than were possible anywhere else. That was the representation that secured the purchase of Quantico.

Gen. LEJEUNE. Yes, sir. Quantico was selected because it fulfilled the requirements that a place of that kind should have. In the first place, it is located on the Potomac River, which is a tributary of Chesapeake Bay. Chesapeake Bay is the great naval base on the east coast. Quantico is in easy reach of Hampton Roads and the York River and the other tributaries of Chesapeake Bay. We have a dock at Quantico with about 30 feet of water alongside of it. The only reason that the larger transports can not come to Quantico is the shoal water farther down the river; but the smaller transports can come alongside the dock, and we can move our men down to the larger transports on barges. We have a double-track railway which

puts us in good communication with Washington, Baltimore, Philadelphia, New York, and other cities, particularly the embarkation points of Philadelphia and Newport News or Norfolk.

Then, again, we have a large, flat area on the bank of the river which is suitable for a close-order drill ground, or for ceremonies; and we have about 5,500 acres of varied terrain, hills, woods, and cleared spaces where we can maneuver our troops under conditions similar to those met with in war, and where we can have target ranges. We actually have a splendid rifle range up to 1,200 yards, machine-gun ranges, and artillery ranges; we can use all the infantry weapons and artillery weapons at Quantico.

The CHAIRMAN. In the last war the marines were employed only as infantrymen, were they not?

Gen. LEJEUNE. Yes, sir; we served with the Army as infantry.

The CHAIRMAN. You did not use any of the big guns in the Marine Corps?

Gen. LEJEUNE. No, sir; the Marine Corps served with the Army entirely as infantry. But we organized and trained at Quantico two Artillery regiments. There were trained at Quantico the Sixth Marines and the Sixth Machine Gun Battalion, the Eleventh and Thirteenth Marines, the machine-gun battalion of the Fifth Brigade, the Eighth and Ninth Regiments for service in the West Indies, two Artillery regiments, 12 replacement battalions which went overseas to fill vacancies in the Fourth Brigade, and various special units.

Mr. PADGETT. You said something about the marines serving as infantry and having no artillery. I recall that in the Chateau-Thierry fight there was a little village near Chateau-Thierry in which the Germans were lodged, and the artillery of the American forces was turned on it and destroyed it. Was that the Army artillery?

Gen. LEJEUNE. Yes, sir; the artillery of the Second Division, to which the marines belonged, was Army artillery; it consisted of the Twelfth, Fifteenth, and Seventeenth Regiments of Artillery.

The CHAIRMAN. Commanded by Gen. McCloskey?

Gen. LEJEUNE. The Twelfth Regiment of Artillery was commanded by him. After the armistice he commanded the Artillery Brigade of the Second Division.

The CHAIRMAN. What was the name of the town that was destroyed?

Gen. LEJEUNE. Vaux; that was destroyed by the Seventeenth Field Artillery.

The CHAIRMAN. The marines served with the Army?

Gen. LEJEUNE. Yes, sir; we served with the Army as part of the Army.

Quantico belongs to the Government and fulfills our requirements and the east coast expeditionary force should be stationed there.

On the west coast, we have a post at San Diego, which is now being built up. I have never seen it; but I have been informed that it is a very fine place.

Gen. BARNETT. With regard to San Diego, I will state that we have 732 acres on the bay; they have a 2,700-acre rifle range; and the terrain at San Diego is such that an Army officer stated that it was the only place on the Pacific coast where they could have real artillery practice. The city has some 30,000 acres there that we can use. I understand.

The CHAIRMAN. I understood that Congress had determined that San Diego should be the advance base on the Pacific coast.

Gen. BARNETT. We have \$1,000,000 in this present bill toward the completion of the San Diego base.

Gen. LEJEUNE. To return to the subject of which I was speaking. There is another point of view in which we are very much interested. It is somewhat sentimental. The Fourth Brigade served with the Second Division overseas, and it did, as you know, very gallant and very efficient service. It is very difficult for me to talk about the service that those men rendered, because every time I do so I see a picture before me of long trains of wounded men coming to the rear, every man with a smile on his face and joy in his heart, because he knew that they had achieved victory—as the marines did every time they came in contact with the enemy—and then I see a more terrible picture, the shell-torn battle field covered with mangled men, torn to pieces by shell fire, and men lying stiff and stark with the grim look of determination on their faces, frozen there by the touch of the cold hand of death; and again there is the picture of the soldier cemeteries filled with white wooden crosses, 2,300 of which bear the names of marines who were killed in battle or who died from wounds received in battle.

The officers who served overseas do not ask for any special recognition or promotion or personal rewards, but they do ask to be given a sufficient number of men, so that they will not fail to be able to do what the country expects them to do when the time comes.

Just what that number is is for you gentlemen to determine. But I have told you, as clearly as I could, what the different branches of the Navy Department think. The Secretary of the Navy has recommended that the present temporary strength be continued—27,400 men. That, of course, is not a magic number; but it is believed to be a suitable strength for the Marine Corps.

There is one more consideration that I want to ask you gentlemen to remember. If you give us less than 27,400 men, there is not only the probability that we will not have enough men to meet the emergency when it arises, but it will result in a corresponding reduction in the rank of every officer. Their rank is now based on a strength of 27,400.

They have already suffered—not I myself, but most of the other officers have already suffered demotion. A number of our battalion commanders who are perfectly splendid men, who had the admiration of the entire Army overseas, who had the rank of major during the war, are now captains; and similarly, many of our company commanders overseas, are now first lieutenants. Any reduction below 27,400 will result in a further demotion.

Gen. BARNETT. While Gen. Lejeune is here on the stand, may I ask one question, as I would like to have him speak about it:

Whatever number of men are authorized for the next year, or permanently, by this committee, I want to put into your minds just one question—and I would like to have Gen. Lejeune's opinion on it—and that is this: Whatever number of men you give us, can you consistently consider separately and individually, without reference to the number of the men, the number of officers?

I make that suggestion for this reason: These men who are now officers, if you were to reduce the number of men, for instance, to

that comparatively recently we have won out in a contention we have had with the War Department ever since on the armistice on the fourragère. We claimed, briefly, that all the units of the Fourth Brigade were entitled to wear the fourragère, according to the French regulations. There was some controversy as to that, but within the last six weeks they have decided that those men had that right. We have now sent for the fourragère, and when received they will wear them.

Mr. BRITTEN. What is the fourragère?

Gen. BARNETT. The fourragère is a cord of different colors, some are red, some green, which they wear around the left arm. It is a mark of distinction in the French Army which is of many years' standing for a regiment that has done particularly good fighting; if it has won commendation by the commander in chief twice, the men may wear a fourragère. That fourragère may be worn by a man no matter what regiment he was in, if he was present in the regiment when both citations were won. If we reorganized the Fifth and Sixth Regiments, any man who joined the Fifth or Sixth Regiments would be entitled to wear the fourragère also.

Mr. BRITTEN. Could he wear it always? On what occasions could it be worn?

Gen. BARNETT. We have issued instructions that he can wear it on all occasions of ceremony, on guard duty, and on liberty; but he will not wear it while working.

Gen. LEJEUNE. The two regiments of marines were cited three times by the French. They were cited for their work in the Chateau-Thierry sector, for the battle southwest of Soissons on the 18th and 19th of July, and the battle that we call Blanc Mont Ridge, October 10. Two citations entitled them to wear the fourragère. There are three different fourragères worn in the French Army. Two or three citations give them the Croix de guerre fourragère. Four citations give them the médaille militaire fourragère, which is yellow and red; and six citations gives them the all-red fourragère, which is the legion of honor fourragère. The foreign legion in the French Army had eight citations, and they established a new fourragère, which, I think, is gold; they established it especially for that regi-

Gen. LEJEUNE. At the end of the war I made a census of the companies that were still with the Second Division immediately after the signing of the armistice; and I have forgotten the exact details as to the numbers in the different companies; but I know that in some instances there were only three or four men left in a company who were with it when the company joined the division, and I do not believe there was any company that had over 20 of its original men left.

Mr. BRITTEN. How many men to a company?

Gen. LEJEUNE. About 250 men to a company.

Mr. BRITTEN. And you did not have any company that had to exceed 20 or 25 of its original men left?

Gen. LEJEUNE. I do not think so. I made a census, and that is my recollection of it. You see, the entire division had 35,000 replacements from the middle of May to the middle of November.

Mr. PADGETT. And there were about 12,000 of those replacements that were marines?

Gen. LEJEUNE. Yes. Nearly all of those 35,000 replacements belonged to the two infantry brigades. The Fourth Brigade was an infantry brigade, of course.

Mr. KELLEY. The chairman spoke about the permanent improvements that are contemplated at Quantico. Of course, when you get into the matter of replacing those buildings for permanent use, it means a large expenditure, and ought to be done on a well-defined plan?

Gen. LEJEUNE. Yes, sir.

Mr. KELLEY. Do you not think you could get along this year without touching that?

Gen. LEJEUNE. We did not intend to make any request for money this year, except for the fact that we found that the Marine Corps was turning in \$48,000,000 to the Treasury; and we thought, in view of that, that Congress might be generous and give us part of that back. That was the only reason we put in for it. We have to make a start on this thing, and it ought to be spread over a long term of years, so as not to make the expense too heavy in any one year.

Mr. PADGETT. How did you save the \$48,000,000?

Gen. BARNETT. We saved the \$48,000,000 by having appropriations for a great number of men who did not stay in the service, and from the fact that the men in Europe came back much sooner than we expected, and were discharged immediately on their return.

Mr. OLIVER. I wish to say in that connection that the Marine Corps and the Navy have carried out absolutely the requests of Members of Congress in reference to the prompt discharge of men, and that their action has resulted in a great saving to the public Treasury; and if they have some urgent needs, it does seem to me that they have some claim to consideration.

Mr. KELLEY. Gen. Lejeune said that he did not intend to ask for any money this year.

Mr. BRITTEN. No; that is not correct. Reappropriating a sum saved is just the same as appropriating an original sum, and it is generally looked upon with a good deal of apprehension.

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Our regiments, in the short while that they fought, were cited three times, and that happened to be each time that they served with the French. They served in the Chateau-Thierry sector, when the fighting in the Bois de Belleau took place; they served under Gen. Mangin in the Soissons sector in July; and under Gen. Gouraud in October, at Blanc Mont Ridge. After that battle Gen. Gouraud directed me to recommend men for decoration. He said, "Your men are entitled to 2,500 decorations as individuals for the fighting they have done during these 10 days in October;" and then later he said, "I want to cite the entire Second Division." He recommended the division for citation.

The CHAIRMAN. They began fighting at Belleau Wood?

Gen. LEJEUNE. They began fighting at Belleau Wood.

The CHAIRMAN. And then they went up to the Soissons sector, and fought up there; and then they came down to the Argonne-Meuse operations, and they finished up there; and they had, as I understand it, 2,000 men left out of about 9,000.

Gen. LEJEUNE. I can tell you what his figures were. He went on to represent the importance of building up the utilities, the central heating plant for the heating of all these buildings, so as not to have a separate heating plant in each building, with the extra work involved in hauling coal, tending furnaces, etc.

Mr. BRITTEN. How much did he desire for that?

Gen. LEJEUNE. We asked for the central heating and power plant half a million dollars. That will not complete it, but it will be enough to last for many years to come. Then he asked for half a million dollars for grading, filling in, etc., of roads, walks, etc., to take care of the whole proposition. Then he asked for \$1,000,000 for additional barracks.

Gen. BARNETT. Six barracks of two companies each.

Mr. BRITTEN. As one member of the committee, I am willing to start at this time towards a permanent policy of construction; I do not think there is any time more propitious than the present. Now, if you can show the committee, when the committee goes down there some time this week, that your contentions are correct, that you are economizing all along the line, and that you are turning some \$50,000,000 back into the Treasury, I think Congress might wisely, even with the economical trend that is on at present, start something toward the permanent improvement of that station; because we all know that, irrespective of what the treaty and league of nations may provide, we will have a permanent marine base at Quantico.

The CHAIRMAN. We have already spent \$6,000,000 down there.

Mr. OLIVER. I understood you to say a while ago that 2,300 marines are now buried in France who lost their lives in battle?

Gen. LEJEUNE. There are more than that buried there; there are 2,300 who were killed or died of wounds who are buried there. In addition to that there were a number who died of disease.

Mr. OLIVER. But there are 2,300 who were killed or died of wounds buried over there?

Gen. LEJEUNE. About that number.

Mr. OLIVER. How many were killed and died of wounds in the whole Army?

Gen. LEJEUNE. I have not the exact figures here.

Mr. BRITTEN. I think it was 76,000.

Gen. LEJEUNE. I do not think there were that many killed.

Mr. OLIVER. Do you mean to say that there are 2,300 marines buried in France?

Gen. LEJEUNE. There are over 2,500 buried there.

Mr. OLIVER. There are 2,300 who were killed and died of wounds who are buried there?

Gen. LEJEUNE. Yes, sir; 2,300.

Mr. OLIVER. So that that would be practically one-thirtieth or one-thirty-third of the entire number that were killed in France?

Gen. LEJEUNE. I wish I could remember the exact figures as to the entire number; but they have been changed so often that I can not remember them.

Mr. OLIVER. I think that is a very great percentage of the total number.

en. LEJEUNE. It was over 25 per cent of the authorized complement of that brigade who were actually killed.

fr. PADGETT. I remember, Gen. Lejeune, that when we were in marche, you made the statement about the battle of Chateauerry that there were about 8,000 in that battle.

en. LEJEUNE. 8,000 casualties?

fr. PADGETT. No; about 8,000 marines that went into it; between 8,000 and 8,500?

en. LEJEUNE. Yes, sir.

fr. PADGETT. And I have a memorandum in my office of the number of casualties in that battle.

en. LEJEUNE. There were about 5,200 casualties in that battle.

fr. PADGETT. I believe you stated it was about 5,300.

en. BARNETT. To be exact, there were 5,103 men and 96 officers, making a total of 5,199.

the CHAIRMAN. The Twenty-eighth Division, which was composed of the National Guard, including the Pennsylvania National Guards, stands third on the casualty list. Seventeen thousand of them were killed or had casualties in that division; and they all suffered; there is no doubt about that. This was a very distinguished brigade, as I have said, the historian will give them full credit.

here is one question that I want to ask you, Gen. Lejeune: You told me that before our soldiers got into the war, the German fleet had swept off the ocean?

en. LEJEUNE. Had been swept off the ocean, with the exception of the submarines.

the CHAIRMAN. Yes; with the exception of the submarines.

en. LEJEUNE. So that there was no opportunity for the Marines to serve with the Navy.

the CHAIRMAN. Well, suppose we should have another war of that kind, and the enemy fleet should be swept off the ocean, what would our marines have?

en. LEJEUNE. They would go with our fleet.

the CHAIRMAN. We might have allies that would sweep the enemy off the ocean before our Navy could get at it; and do you not think that the Marine Corps should be ready to serve with the Army?

at, in my opinion the time had arrived when we must at least fix something definite as to the permanency of the officers, as they are getting a year older each year, and they must know whether they are to be civilians or officers; they are entitled to a decision.

I wrote this out for the information of the committee. The questions were:

What number of temporary officers have you in the Marine Corps and how many of these came from the ranks?

What is the total enlisted strength necessary to keep in the corps all now in the service who served in France and who desire to remain?

The answers that I have written out are:

We have a total of 452 temporary officers in the Marine Corps at present time. Of this number, 384 came from the ranks, or 85 per cent came from former National Naval Volunteer officers; 8 came from pay and 50 came from civil life.

A total permanent authorized enlisted strength of 25,000 will enable the Marine Corps to retain in the service all present temporary officers who are in France and who desire to remain in the service, including, of course, other temporary officers now in the service who were not fortunate to be ordered to France, but who did serve at other foreign stations, at least in the United States, and whose efficiency and great value as officers has been definitely established, and who have been recommended for permanent commissions.

However, to establish the permanent enlisted strength at only 25,000 necessitate further reduction in rank of officers from brigadier general who rendered distinguished service in France. A permanent strength established now at 27,467 enlisted men would obviate this, and would also enable the corps to offer permanent commissions to trained officers who are discharged from the service last year on returning from France.

As I am firmly of the opinion, based on the expeditionary service performed by it in the past, and of the duties required of it as an integral part of the Navy, that the Marine Corps can not carry on with the highest degree of efficiency with a strength of less than 27,467 enlisted men, with the authorized allowance of officers, it would seem that to now make this number the permanent legal allowance would be decidedly in the interests of economy, would enable the corps to retain and acquire experienced officers, trained at the expense of the Government who will not stay on or come in a temporary status, nor will they come back if the opportunity is put off.

I was asked also three or four questions with reference to the number of officers who had served in France who had been recommended for permanent commissions.

I have prepared several papers which I will read to the committee, giving statistics as to the temporary officers who served in France with the Fourth Brigade, who were recommended for transfer to the permanent service by the commanding officers, and as to the number of these temporary officers who served with the Fourth Brigade who were selected for permanent commissions by the selection board. The answers are as follows:

Of the temporary officers who served in France with the Fourth Brigade, 212 were recommended by the commanding officers for transfer to the permanent service. Of this number 107 requested discharge and were discharged; 97 are still in the service; 7 were involuntarily discharged, and 1 is dead.

Of the temporary officers who served in France with the Fourth Brigade but who were not with the brigade in June, 1919, 76 were recommended by their commanding officers for transfer to the permanent service. Of this number, 59 requested discharge and were discharged; 13 are still in the service and 4 were involuntarily discharged.

Of the temporary officers who served in France with the Fourth Brigade, 136 were recommended by Gen. Lejeune for transfer to the permanent service.

Of this number 48 requested discharge and were discharged, 84 are still in the service, 3 were involuntarily discharged, and 1 is dead.

Number of temporary officers now in service who served in the United States and who were selected for permanent commissions by selection board, 4. Of this number 61 came from the ranks, 6 came from national naval volunteer officers, 5 came from civil life, and 2 came from pay clerks.

Number of temporary officers now in the service who served in France, and who were selected for permanent commissions by selection board, 118. Of this number 89 came from the ranks, 8 came from national naval volunteer officers, 20 came from civil life, and 1 came from pay clerk.

Number of temporary officers now in service who served abroad other than in France and who served at sea, and who were selected for permanent commissions by selection board, 84. Of this number 60 came from the ranks, 1 came from national naval volunteer officers, and 23 came from civil life.

The records show that about 85 per cent of all the officers selected by the selection board for commissions came from the ranks, and of those who did not, 15 came from national naval volunteers.

I think that answers Mr. Kelley's question as nearly as I can answer them.

**MR. KELLEY.** What is the highest rank of officer in the Marine Corps?

**GEN. BARNETT.** The highest rank is major general.

**MR. KELLEY.** How many major generals are there?

**GEN. BARNETT.** We have one permanent and one temporary.

**MR. KELLEY.** The number of men in the Marine Corps would not make any difference about the major generals, would it?

**GEN. BARNETT.** Yes; if you cut the number below 27,000, one major general would go.

**MR. KELLEY.** Why would he go?

**GEN. BARNETT.** Because that is only given as a temporary position.

**MR. KELLEY.** Well, that temporary position was based on a certain number of men in the Marine Corps?

**GEN. BARNETT.** No, sir; he will probably go out next June, unless there is some legislation making it permanent.

**MR. KELLEY.** But it is not based on the number of men?

**GEN. BARNETT.** No, sir; it is a separate provision in the act of July, 1918.

**MR. KELLEY.** So that the number of major generals is not contingent on our giving you 27,400 men, or any other special number?

**GEN. BARNETT.** No, sir.

**MR. KELLEY.** What is the next grade below major general?

**GEN. BARNETT.** Brigadier general.

**MR. KELLEY.** How many brigadier generals are there in the Marine Corps?

**GEN. BARNETT.** There are nine general officers now; that includes the Major General Commandant. I am a permanent brigadier general.

**MR. KELLEY.** Then there will be only eight besides yourself?

**GEN. BARNETT.** Yes, sir; on 25,000 enlisted men.

**MR. KELLEY.** Is that number contingent upon 27,400 men?

**THE CHAIRMAN.** There is a brigadier general for every 3,000 men.

**GEN. LEJEUNE.** The number of brigadier generals depend absolutely on the number authorized by the act of August 29, 1916.

**MR. KELLEY.** What does that act provide?

Gen. LEJEUNE. That act provides that the officers shall be 4 per cent of the number of men; that is, 4 officers for every 100 men; then it recites how many officers there shall be in the different ranks.

Mr. KELLEY. One officer for how many men?

Gen. LEJEUNE. The bill says that the total number of officers shall be 4 per cent of the total number of men; that these officers shall be distributed in grade in accordance with the following percentages. That is a similar bill to that for the Navy.

Mr. KELLEY. Let me get this straight. The number of officers as a whole—

Gen. LEJEUNE. Is 4 per cent of the number of enlisted men.

Mr. KELLEY. How many officers do you require, taking into account everything that you have spoken of in the paper you read?

Gen. BARNETT. I have a list here which shows the number of officers necessary for everything—

Mr. KELLEY (interposing). Let us figure it from the other end: How many officers are you figuring on that you desire to keep in the Marine Corps?

Gen. BARNETT. We are figuring on trying to keep 1,156 officers in the Marine Corps, including 10 officers for aviation in the grade of captain, 20 in the grade of first lieutenant, and 30 in the grade of second lieutenant; that is, 60 altogether for the aviation; and 1,156 less 60 would be 1,096.

Mr. KELLEY. That is the smallest number of officers that you feel that you ought to have?

Gen. BARNETT. I feel that we should also have the others for aviation, because we must keep up a small aviation force.

The CHAIRMAN. You have a major for how many men?

Gen. BARNETT. One hundred and twenty-four majors for 27,467 men.

The CHAIRMAN. A major commands what?

Gen. BARNETT. He commands a battalion.

The CHAIRMAN. How many men are there in a battalion?

Gen. BARNETT. It depends on whether the company is 250 or 125.

The CHAIRMAN. In peace times, how many men in a company?

Gen. BARNETT. One hundred and twenty-five.

The CHAIRMAN. And a major would command how many companies?

Gen. BARNETT. Four companies of 125 men each. Ordinarily there are three battalions in a regiment.

The CHAIRMAN. A regiment is ordinarily 3,000 men?

Gen. BARNETT. No; a peace-time regiment is about 1,500 men. I think you will find our organizations very much larger than those of the Army.

Mr. KELLEY. Are there not some of these 1,096 officers in the Marine Corps that you would not care to continue in service?

Gen. BARNETT. That, of course, would depend on the board. I will organize a board. I will say that, of the present number in the corps, the Russell board recommended a certain number. There are in addition to that about 180 officers of those who were not recommended by the Russell board, but were selected to fill vacancies because they were the next in line; there were that many vacancies and the Secretary of the Navy did not desire to discharge that many

officers. So we have that many officers who were not recommended for permanent commission; but we have nearly 100 vacancies at the present time.

Mr. KELLEY. Then the actual number you have is not 1,096, but only 996?

Gen. BARNETT. About that.

Mr. KELLEY. Then there may be some that will not meet the requirements of the board?

Gen. BARNETT. That I can not say, because they were gone over very carefully by the Russell board. As Gen. Lejeune said, there were some who were recommended by Gen. Neville for transfer to the permanent service who requested discharge, and they might desire to come back into the service; they should have a chance to do so if they want to.

Mr. KELLEY. The number of brigadier generals, colonels, lieutenant colonels, etc., is based upon the total number of officers?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. And the number of officers is based upon the number of men?

Gen. BARNETT. Four per cent of the number of men; yes, sir.

Mr. KELLEY. So that if you reduce the number of officers you will reduce the number in each of these grades?

Gen. BARNETT. Yes, sir; undoubtedly.

Mr. KELLEY. How many brigadier generals are there in the service now?

Gen. LEJEUNE. Three temporary ones.

Gen. BARNETT. Three temporary brigadier generals; they are the ones that will be affected. I have a complete statement here showing just the information you want. It is as follows:

1. Based on the present temporary enlisted strength of the Marine Corps, 400, as established by the act of July 11, 1919, all required demotions to permanent grades have been made.

2. A reduction of the enlisted strength of 27,400 to its present permanent authorized strength of 17,400 will necessitate the revocation of all temporary commissions and, unless their continuation is authorized, will result as follows:

Demotion of 1 major general to brigadier general.

Demotion of 2 brigadier generals to colonels.

Mr. KELLEY. But you were suggesting that a reduction of number would necessitate the wiping out of all of these comm. That would not be correct, would it?

Gen. BARNETT. If you reduced it, it would leave them just in portion to the remaining enlisted strength.

Mr. KELLEY. It would be reduced in proportion as the 27,400 reduced?

Gen. BARNETT. Yes, sir; but if you do reduce the enlisted strength that much, the number of officers would be reduced in proportion. Of course, in making up that statement, I had no idea how much were going to reduce it.

Gen. LEJEUNE. I would like to say also that the three brig. generals who are temporary also served overseas.

Mr. KELLEY. Four per cent of 25,000 would give you 1,000 officers and you have only 996 now.

Gen. BARNETT. Yes; I have said that we had about 100 vacancies we have nearly that many in the permanent corps.

Mr. KELLEY. You would not need to fill those, would you?

Gen. BARNETT. Yes; I think we would, in line with what I said the other day.

Mr. KELLEY. Those vacancies are based on 27,400 men, are they?

Gen. BARNETT. Yes. Gen. Lejeune told me something very interesting, showing that 4 per cent is not too many officers. I am glad he is here, and if I am not correct in what I say I would like to have him correct me; that when the armistice was signed Foch in prescribing the strength of the German Army put officers down at what he called the absolute minimum, and he said it, strange to say, at 4 per cent. Am I correct about that, Gen. Lejeune?

Gen. LEJEUNE. In the treaty of peace the strength of the German Army is fixed at 100,000 men and 4,000 officers, and it is specifically provided that there should not be any officers for special duties such as the general staff and military colleges and schools.

Gen. BARNETT. That is for absolutely military duties; and the reason why we want these officers is to educate them.

Mr. KELLEY. Still, if you have 1,000 officers, and you have vacancies, that number, 1,000, would take care of everybody you have in the service at the present time, and give you more vacancies.

Gen. BARNETT. But it would not allow any of those men to come back who might want to come back if they had a chance; I do not know how many there would be.

Mr. KELLEY. Those who have already gone?

Gen. BARNETT. Those who have already gone. Of course, a great many of those went before the war had ended, and we very abruptly ended our training camp down there; we commissioned them and discharged them the same day.

Mr. KELLEY. If we make this a maximum of 25,000 men it would not affect anybody in the service now, would it?

Gen. BARNETT. Yes; it would mean quite a few reductions in rank; that is all.

Mr. KELLEY. Would it make any reductions in rank?

. BARNETT. Yes, sir; it would reduce one general officer; it reduce 5 colonels, 9 lieutenant colonels, 19 majors, and so on; they would be reduced to the next lower rank in each case.

. BARNETT. They would still be in the service.

AYERS. They would simply be reduced to the next lower

. BARNETT. Yes, sir.

BRITTEN. Do you feel that you should have 1,000 officers, irrespective of what your enlistments are?

. BARNETT. No; the officers will depend on the number of but the time has come when we should establish a permanent corps.

BRITTEN. I agree with you entirely. I think we should establish permanent officers' corps this year.

. BARNETT. But at this time Congress is authorizing a great extra officers for the Army as a nucleus for war time; they cut it to 8,000; the number recommended was very much more than that.

BRITTEN. How many officers would you require if your permanent gets more than 21,000?

BARNETT. We will have 4 per cent of our authorized enlisted men.

BRITTEN. Will you have 4 per cent of your authorized strength, irrespective of what you actually have?

BARNETT. On the 1st of next July, we will only have 4 per cent of 17,400 men; the others will all go out.

BRITTEN. That is not what I mean. Suppose we do enact legislation providing for a Marine Corps of 25,000 or 27,400, how many officers would you have, irrespective of your enlistments?

BARNETT. Do you mean how many we would be entitled to have or how many we would have?

BRITTEN. How many would you be entitled to have?

BARNETT. We would be entitled to 4 per cent of 27,400.

BRITTEN. But suppose your enlistments never ran over 20,000, you still have 4 per cent of 27,400?

BARNETT. Yes, sir.

Gen. BARNETT. Certainly; they have got to have something fit in life.

The CHAIRMAN. The former rule was for Congress to fix the number of officers, and not have it based upon the authorized strength of the Marine Corps, as it is to-day.

Mr. OLIVER. Will you insert in the record the number of officers in each rank that you had on January 1, 1917?

(The statement referred to is as follows:)

There were in the Marine Corps on January 1, 1917, 377 officers, distributed in the different grades as follows:

Major General Commandant	-----
Brigadier generals	-----
Colonels, includes (8) heads of departments holding the rank of brigadier general	-----
Lieutenant colonels	-----
Majors	-----
Captains	-----
First lieutenants	-----
Second lieutenants	-----

Total -----

In addition to the above 377 officers, there were 47 candidates who had been nominated for appointment as second lieutenants and who were awaiting confirmation by the Senate.

Of the above numbers, 4 lieutenant colonels, 7 majors, and 35 captains were awaiting confirmation by the Senate for promotion to the next higher grade.

Gen. LEJEUNE. I think I can clear up any misunderstanding as to the fluctuating system for officers. At the present time it is an abnormal situation. We have been increasing the service, rather than reducing it.

Mr. KELLEY. Some time ago you had as high as 40,000 men. Now, at the end of last year you had to go to a much lower figure.

Gen. LEJEUNE. In August, 1916, Congress increased the Marine Corps by about 5,000 men. Under the law we were entitled to approximately 600 officers—or 597, to be exact. But we did not appoint those officers until we got the men, because in administering the law the Secretary said to let the increase of officers go hand in hand with the increase of men. Do you understand?

Mr. BRITTEN. Yes; I understand.

Gen. LEJEUNE. He does not authorize the officers to be appointed in advance; but when we are going downhill we can not follow the number down with the officers.

Mr. BRITTEN. How many men do you desire the committee to regard as the average for next year? You do not want us to appropriate for 27,400 men, because you will not have that many. How many should we estimate on?

Gen. BARNETT. I have a paper, prepared by Col. Porter, in charge of recruiting, which shows that the estimated strength on June 1921, will be 25,200. I will read it [reading]:

HEADQUARTERS UNITED STATES MARINE CORPS,  
Washington, D. C., February 28, 1921

Estimated strength July 1, 1920	-----	19.
Estimated enlistments, fiscal year 1921	-----	12.

31.

es:

## Discharge—

Expiration of enlistment.....	2,750	
Sentence of general court-martial.....	250	
Sentence of special court-martial.....	350	
Medical survey.....	1,000	
Settlement of accounts.....	500	
Undesirable.....	400	
Deaths.....	100	
Retirements.....	25	
Desertions.....	425	
		5,800
Estimated strength at June 30, 1921.....		25,200
		<hr/>
Estimated mean average strength for fiscal year 1921.....		22,500

The estimates of losses are based on the percentages of five years.

DAVID D. PORTER,  
Colonel, A. A. & I. U. S. M. C.,  
In Charge of Recruiting.

Mr. KELLEY. And what you would like to have us do is to authorize our permanent strength at 27,400, and to appropriate for an average of 22,500?

Gen. BARNETT. That is exactly it. And while, as I say these are estimates, they are based on the actual records for the past five years.

The CHAIRMAN. You ask for an appropriation for 22,500 men; that is, if we appropriate for that many men, it will be as many as you expect; and you would have officers for 5,300 more men than you would have in the service.

Mr. BRITTEN. No; at the end of the fiscal year they expect to have 27,400; but they only ask for appropriations for 22,500, which will be the average.

The CHAIRMAN. In other words, if we appropriate for 22,500, at the end of the next year you expect to have only 22,500 in the Marine Corps?

Gen. BARNETT. No; that is the average; because we have only 15,000 in the Marine Corps now.

Mr. KELLEY. By the end of the fiscal year, they expect to have the full 27,400 men.

Mr. BRITTEN. That is what we did last year; we authorized that number.

Now, here is another question: You have asked for a certain amount of money for pay of the marines. Is that based on 250 men, or what number is it based on?

Gen. BARNETT. No, sir; that is based on 27,400.

The CHAIRMAN. Then you will not need all of that money?

Gen. BARNETT. That is accompanied by a statement of Gen. Edwards showing how much it may be reduced for every thousand men.

Mr. BRITTEN. Yes; and if we reduced it to an average of 22,000—

Gen. BARNETT (interposing). You could multiply the reduction that that statement shows for 1,000 men by 5.

Mr. BRITTEN. Does the Government own Camp Reed?

Gen. BARNETT. No, sir; we rent it.

Mr. BRITTEN. What does the Government pay for it?

Maj. CUNNINGHAM. \$1,800 a year, with the option of purchase.

Mr. BRITTEN. How many acres are you using there?

Maj. CUNNINGHAM. It is 200 acres, including some marsh land.

Mr. BRITTEN. How much of that is field? How much outside the marsh land?

Maj. CUNNINGHAM. I think it is about 100 acres.

Mr. AYRES. You say you have an option to purchase?

Gen. BARNETT. Yes.

Mr. AYRES. What is the price?

Maj. CUNNINGHAM. The price seemed unreasonable; and the solicitor of the Navy Department took it up with the owner, and I do not know what the final price was; it was \$35,000 originally.

Mr. BRITTEN. Is that agricultural land?

Maj. CUNNINGHAM. It has been cultivated, yes.

Mr. BRITTEN. It looks to me as if \$1,800 a year for the use of 100 acres down there is a great deal to pay.

Maj. CUNNINGHAM. It does seem a little high; but it is the only land of that nature in that vicinity, and it was the best we could do. The owner asked \$2,500 at first; but we got him down to \$1,800 a year.

Mr. BRITTEN. How far from Quantico is Reed field?

Maj. CUNNINGHAM. Just across the creek; the creek separates the Marine Corps reservation from this field.

Mr. BRITTEN. How many aviators have you there?

Maj. CUNNINGHAM. We expect to have 30 there.

Mr. BRITTEN. Well, how many have you there now?

Maj. CUNNINGHAM. We have 18 there now, I think.

Mr. BRITTEN. You have 18 aviators there?

Gen. LEJEUNE. No; there are 18 machines there.

Mr. BRITTEN. How many pilots have you there now?

Maj. CUNNINGHAM. We have 18 pilots I think now.

Mr. BRITTEN. And you stated that you expect to have 30 there?

Maj. CUNNINGHAM. Thirty planes operating.

Mr. BRITTEN. And you have more planes than you have pilots?

Maj. CUNNINGHAM. At present, because we have a number of pilots at school, and we have not our full strength of pilots.

Gen. BARNETT. We are requiring aviators who have been flying for six months to go to the regular officers' school, to make soldiers of them as well as flyers.

Mr. BRITTEN. Is there not some place down there where you could get 100 acres of suitable land at a lower price?

Gen. BARNETT. None that I know of.

Gen. LEJEUNE. It must be on the river.

Mr. BRITTEN. Why can you not use land at Quantico for a flying field?

Maj. CUNNINGHAM. There is no level land available.

Mr. BRITTEN. The parade ground is too small, is it?

Gen. BARNETT. Yes; there would be a crash if that was used.

The CHAIRMAN. I want to ask a question about the personnel: If we should provide for 27,400 men, and 4 per cent of that number would be allowed for officers, what do you think about having a provision in there that 25 per cent of those officers must know how to fly?

Gen. BARNETT. Anything that you want to put in.

HEADQUARTERS UNITED STATES MARINE CORPS,  
Washington, March 2, 1920.

Memorandum for the Major General Commandant.

Subject: Training 25 per cent of marine officers in aviation.

1. Regarding the suggestion by the House Naval Affairs Committee that 25 per cent of the officers of the Marine Corps be trained as aviators, there is nothing that will prevent this being accomplished if it is decided that it is the best policy to be followed.

2. Attention is invited to the fact that the ratio of 4 per cent of officers to enlisted men for ground troops is considered by the best authorities as the minimum required and experience in the Marine Corps has thoroughly demonstrated this. By giving 25 per cent of the marine officers flying duty, the land troops of the corps will be cut down to a ratio of 3 per cent of officers, which is evidently an entirely inadequate number.

3. On account of the nature of aviation work, it requires a minimum of 10 per cent of officers to the number of enlisted men. Both the Major General Commandant and the Bureau of Operations decided that 1,020 enlisted men were the minimum required to furnish the necessary aviation forces for the established duties of the Marine Corps. This requires approximately 100 officers. Since the 1,020 enlisted men are to be secured from the authorized strength of the corps, 27,400, they automatically carry with them their 4 per cent of officers or about 40. Since aviation must have 60 officers in addition to these 40, it became necessary to ask Congress to provide 60 additional officers for aviation in order to prevent the land forces from being underofficered. The main objection to training 25 per cent of the marine officers in aviation is that it would leave the ground troops with only 3 per cent of officers if Congress allows the 60 additional officers requested for aviation duty.

Approved.

GEORGE BARNETT,  
Major General Commandant.

ALFRED A. CUNNINGHAM.

The CHAIRMAN. I know; but I want to get at whether you think that would be a good provision?

Gen. BARNETT. I agree with Gen. Lejeune, that we are essentially an infantry corps.

The CHAIRMAN. Well, you have artillery?

Gen. BARNETT. Yes; when I say an "infantry corps," I mean a soldier corps.

Mr. OLIVER. If that is true, why are you assigned quarters on ships?

Gen. BARNETT. It has always been the custom. That is one of the reasons for the existence of the Marine Corps. There is hardly a year that passes, or hardly a month that passes, that the men on board ship are not necessary, even a small number of them, for landing forces on ships.

Mr. OLIVER. I mean for manning guns. You think that an important function of the Marine Corps?

Gen. BARNETT. I do, indeed.

Mr. OLIVER. Now, if we were to organize a new branch of marine service for flying, and the marines are to be taught why could not the marines perform that duty?

Gen. BARNETT. I do not think there is any secret about that would prevent their performing that duty. It could be, but I do not think it would be wise for the Marine Corps or the Navy, either. In other words, if the marines were to take up naval aviation we would have to go back five years to where it started. We could learn the business, but there is much more to be learned. There are all sorts of scientific inventions that these people have gone into that we have not.

Mr. OLIVER. Well, we would not lose all that knowledge which would still be in the Navy.

Gen. BARNETT. Yes; but there is a whole lot besides flying. The officers in the Navy Department and the different branches of the Navy have been doing, with regard to the scientific investigation of aviation, that is very important. The General Board has been holding most important hearings for three months on this subject which shows the vast amount of this information which the Navy Department has gotten together.

Mr. OLIVER. Since you are a part of the Navy, why not have this service in the Navy in the future but coordinate it with the Marine Corps?

Gen. BARNETT. Well, personally, I think it would be wise. I do not think we would have the same cooperation that we have in their own branches in the Navy; I do not think we could expect the same hearty cooperation; I do not think it is human for them to give it.

Mr. OLIVER. Have you found any lack of cooperation in the Marine Corps you now render in connection with the ships?

Gen. BARNETT. No, sir.

Mr. OLIVER. At one time it was thought that that would be hurtful, was it not?

Gen. BARNETT. Yes, sir.

Mr. OLIVER. So that the fears that you entertain were the same fears that were entertained in regard to that service which the marines now perform?

Gen. BARNETT. This is a very much more important service.

Mr. OLIVER. Well, the intensity of the importance does not necessarily broaden the difference.

Mr. KELLEY. How many of these 996 officers that you have are aviation officers?

Gen. BARNETT. We are asking for 10 captains, 20 first lieutenants and 30 second lieutenants. That is in addition to the 4 warrant officers.

Mr. KRAUS. That is what you actually have now, is it?

Gen. BARNETT. No; what we are asking for. We now have 4 warrant officers, including 4 warrant officers.

Mr. KELLEY. Those 67 are part of the 996, are they?

Gen. BARNETT. Yes, sir; except the four warrant officers that number.

Mr. KELLEY. So that the 996 officers are the outside figures of the officers you have at the present time?

Gen. BARNETT. No; to-day we have 1,003 officers.

Mr. KELLEY. And there are some of those who are not qualified?

Gen. BARNETT. Possibly.

Mr. KELLEY. Would you say that 900 officers would be what you would have finally when all that was worked out?

Gen. BARNETT. No, sir; I think we would have more than that.

Mr. KELLEY. You do not need that many, do you?

Gen. BARNETT. Yes; I think 4 per cent is the absolutely smallest number, from any military consideration.

Mr. KELLEY. Well, leaving out the number of men—

Gen. BARNETT (interposing). Well, we want to make that corps permanent.

Mr. KELLEY. Well, at the present time why do you need to fill up those vacancies in those officers?

Gen. BARNETT. Because we will need them when we get to the 27,400 men, and we want to have these officers ready for business. That is the only reason for any permanent increase in strength.

Mr. KELLEY. Well, if you should fall down in recruiting this year and should not recruit as many as you anticipate, you would not need that number of officers, would you?

Gen. BARNETT. On my estimate, we would only have an average of 22,500, so that I am not asking for these officers on account of the number of men. I am asking for them because they are the minimum number of 27,400 men; and now is the time to get these officers who were in commissioned grades and who were not recommended for permanent commission because they were not in the service then, but if we could get those men back this is the time to do it.

Mr. KELLEY. That is, this is the best time to get back those officers who have been good officers?

Gen. BARNETT. This is probably the only time to get them back, and also as a reward to them for their services.

Gen. LEJEUNE. We have already heard from a number of officers who were with us on the other side and who want to come back.

Gen. BARNETT. Yes; and they are excellent material.

220 officers at Quantico in one day because we had no place for them we commissioned them second lieutenants and discharged them the same day. A good many of those young men might like to come back; they have all rendered good service.

Mr. KELLEY. Well, 50 or 60 will not come up to grade, or will voluntarily retire, and that will cause vacancies.

Mr. Chairman, have you asked Gen. Barnett to put in a list of the names of all the officers of the Marine Corps by grades?

The CHAIRMAN. Yes.

Gen. BARNETT. I can do that, of course.

(The statement referred to is as follows:)

**A LIST OF OFFICERS OF THE U. S. MARINE CORPS AND U. S. MARINE CORPS RESERVE ON ACTIVE DUTY, ARRANGED ACCORDING TO RANK, REVISED AND CORRECTED TO MARCH 1, 1920.**

**MAJOR GENERALS**

George Barnett.	John A. Lejeune.	Littleton W. T. Waller.
Total, 3.		

**BRIGADIER GENERALS.**

George Richards.	Eli K. Cole.	Smedley D. Butler.
Joseph H. Pendleton.	Charles G. Long.	Logan Feland.
Charles L. McCawley.	Wendell C. Neville.	Henry C. Haines.
Total, 9.		

**COLONELS.**

Lincoln Karmany.	William N. McKelvy.	Randolph C. Berkeley.
Constantine M. Perkins.	John H. Russell.	Carl Gamborg-Andresen.
Theodore P. Kane.	Louis J. Magill.	Harry Lee.
Ben H. Fuller.	Melville J. Shaw.	John F. McGill.
Laurence H. Moses.	Philip M. Bannon.	Louis M. Gulick.
Cyrus S. Radford.	Newt H. Hall.	Frederic L. Bradman.
Thomas C. Treadwell.	George C. Thorpe.	James C. Breckinridge.
Dion Williams.	William B. Lemly.	Arthur T. Marix.
Rufus H. Lane.	Charles S. Hill.	George Van Orden.
Albert S. McLemore.	David D. Porter.	James T. Bootes.
Ellisha Theall.	George C. Reid.	William T. Powell.
John T. Myers.	Robert H. Dunlap.	
Total, 35.		

**LIEUTENANT COLONELS.**

Dickinson P. Hall.	Frank E. Eyans.	Thomas H. Brown.
Charles H. Lyman.	Harry R. Láy.	Robert Y. Rhea.
Charles C. Carpenter.	Charles B. Taylor.	Frank J. Schwable.
Louis McC. Little.	Kush R. Wallace.	Eli T. Fryer.
Frederic M. Wise.	John W. Wadleigh.	Thomas Holcomb.
Richard M. Cutts.	William C. Harlee.	Edward A. Greene.
Henry C. Davis.	Richard S. Hooker.	Edward B. Manwaring.
Harold C. Snyder.	Norman G. Burton.	Thomas M. Clinton.
Alexander S. Williams.	Richard P. Williams.	Hamilton D. South.
Julius S. Turrill.	John C. Beaumont.	James T. Buttrick.
James McE. Huey.	Hugh Matthews.	Giles Bishop, jr.
Henry L. Roosevelt.	Douglas C. McDougal.	Frank Halford.
Jay M. Salladay.	Presley M. Rixey, jr.	James K. Tracy.
Macker Babb.	Theodore E. Backstrom.	Berton W. Sibley.
Harold C. Reisinger.	William H. Pritchett.	
Total, 44.		

**MAJORS.**

Paul E. Chamberlin.	Charles T. Westcott.	Earl H. Ellis.
Lee B. Purcell.	Frederick A. Ramsey.	Thomas C. Turner.
Arthur J. O'Leary.	Chandler Campbell.	Raymond B. Sullivan.
William L. Redles.	Walter E. Noa.	Howard H. Kipp.

Miller.	Frederick A. Gardener.	Benjamin S. Berry.
F. Williams.	Tom D. Barber.	Ross S. Kingsbury.
P. Vulte.	Edward W. Sturdevant.	Robert E. Adams.
F. Archer.	Andrew B. Drum.	Edwin N. McClellan.
Williams.	Victor I. Morrison.	Littleton W. T. Waller, jr.
Bendle.	Maurice E. Shearer.	John Dixon.
P. Fortson.	Harry G. Bartlett.	Henry M. Butler.
O. Underwood.	Charles A. Lutz.	John Marston.
M. Kincade.	Calhoun Ancrum.	Clarke H. Wells.
Dyer.	David M. Randall.	Wilbur Thing.
J. Meade.	Holland M. Smith.	Edwin H. Brainard.
B. Creecy.	John R. Henley.	Alfred A. Cunningham.
J. Willis.	Henry S. Green.	Alley D. Rorex.
D. Smith.	Ralph L. Shepard.	Samuel M. Harrington.
Kilgore.	Howard W. Stone.	Harold L. Parsons.
P. Upshur.	Bennet Puryear, jr.	Chester L. Gawne.
W. Banker.	William W. Buckley.	Dwight F. Smith.
M. Small.	William C. Wise, jr.	Thomas E. Thrasher, jr.
James L. Bigler.	William D. Smith.	Nedom A. Eastman.
B. Farquharson.	Harold B. Pratt.	Clarence C. Riner.
R. Sanderson.	Randolph Coyle.	Leon W. Hoyt.
N. Hill.	Phillip H. Torrey.	Julian C. Smith.
B. Putnam.	Robert L. Denig.	Charles J. Miller.
S. Willis.	Charles S. McReynolds.	Leander A. Clapp.
A. Barker.	Charles F. B. Price.	William S. Harrison.
T. Hoadley.	William C. Powers, jr.	Robert W. Voeth.
M. Watson.	Russell H. Davis.	Thomas S. Clarke.
Moses.	Sydney S. Lee.	Clarence E. Nutting.
P. Wirgman.	Ross E. Rowell.	Edward M. Reno.
Rossell.	Harold H. Utley.	Joseph C. Fegan.
B. Vogel.	Howard C. Judson.	Joseph D. Murray.
Borton.	Paul A. Capron.	Woolman G. Emory.
Manney, jr.	William F. Bevan.	George H. Osterhout, jr.
B. Garrett.	John Potts.	John Q. Adams.
V. Bogan.	Edward A. Ostermann.	Francis T. Evans.
Matthews.	Edward S. Willing.	Charles G. Sinclair.
Randall.	Ralph S. Keyser.	Total, 124.
adcoot.	Julian P. Willcox.	

## CAPTAINS.

Miller.	William M. McIlvain.	Vincent E. Stack.
Simon.	Roy D. Lowell.	Theodore A. Secor.
Davis.	Selden B. Kennedy.	George A. Stowell.
Weitzel.	Miles R. Thacher.	Henry L. Larsen.

Archie F. Howard.  
 Raymond R. Wright.  
 Pedro A. delValle.  
 Owen E. O'Neill.  
 Walter H. Sitz.  
 William G. Hawthorne.  
 Tracy G. Hunter, jr.  
 Oscar R. Cauldwell.  
 Arnold W. Jacobsen.  
 Earl H. Jenkins.  
 Charles A. Wynn.  
 Thad T. Taylor.  
 Glenn D. Miller.  
 Herbert Rosensweig.  
 Thomas E. Watson.  
 Burwell H. Clarke.  
 Walter G. Sheard.  
 Paul Brown.  
 Roger W. Peard.  
 Peter C. Geyer, jr.  
 James E. Davis.  
 Lloyd L. Leech.  
 Charles P. Gilchrist.  
 Gustav Karow.  
 Joseph E. Brewster.  
 Raphael Griffin.  
 Karl I. Buse.  
 Harold S. Fassett.  
 Samuel A. Woods, jr.  
 William C. Byrd.  
 George C. Hamner.  
 James M. Bain.  
 George B. Reynolds.  
 James T. Moore.  
 John M. Arthur.  
 Thomas P. Cheatham.  
 Louis W. Whaley.  
 William C. James.  
 Thomas E. Bourke.  
 James F. Jeffords.  
 Benjamin T. Cripps.  
 Jacob M. Pearce, jr.  
 Daniel E. Campbell.  
 James E. Betts.  
 Louis E. Woods.  
 Evans O. Ames.  
 Donald R. Fox.  
 John M. Tildsley.  
 Charles C. Gill.  
 William McN Marshall.  
 William H. Davis.  
 Maurice G. Holmes.  
 Franklin A. Hart.  
 Norman S. Hinman.  
 James W. Webb.  
 Leroy P. Hunt.  
 William W. Scott, jr.  
 Wethered Woodworth.  
 Eugene F. C. Collier.  
 George H. Scott.  
 George Faunce Adams.  
 Bailey M. Coffenberg.  
 Alexander Galt.  
 Paul R. Cowley.  
 George W. Spotts.  
 George Franklin Adams.  
 Nimmo Old, jr.

Bruce J. Millner.  
 Jesse J. Burks.  
 Emmett W. Skinner.  
 William LaF. Crabbe.  
 William P. Richards.  
 Edward G. Hagen.  
 Thomas B. Gale.  
 Thomas F. Harris.  
 Charles M. Jones.  
 Lewis L. Gover.  
 Willett Elmore.  
 Arthur H. Turner.  
 Roy C. Swink.  
 Leon L. Dye.  
 Lee W. Wright.  
 Reuben B. Price.  
 George P. Doane.  
 Walter J. Green.  
 James E. Reich.  
 Carl S. Schmidt.  
 Charles Ubel.  
 Eugene L. Pelletier.  
 Fred G. Patchen.  
 William F. Beattie.  
 Francis E. Pierce.  
 Leslie G. Melville.  
 Edwin P. McCaulley.  
 Roscoe Arnett.  
 Francis C. Cushing.  
 Charles L. Eickmann.  
 Robert H. Shiel.  
 Augustus B. Hale.  
 Walter E. McCaughtry.  
 Thomas J. Curtis.  
 Maurice A. Willard.  
 Charles B. Hobbs.  
 James T. Allen.  
 William A. McGinley.  
 Walter Wooding.  
 William Mills.  
 Robert E. Williams.  
 Charlie Dunbeck.  
 Charles Grimm.  
 Augustus T. Lewis.  
 Francis Fisk.  
 Peter Conachy.  
 Charles E. Mills.  
 Arthur J. Stout.  
 Julius T. Wright.  
 Andrew E. Creesy.  
 Arthur H. Page, jr.  
 Donald Curtis.  
 Jesse L. Perkins.  
 Samuel J. Bartlett.  
 Clarence N. McClure.  
 Frederick W. Karstaedt.  
 Roswell Winans.  
 Frank Whitehead.  
 Ery M. Spencer.  
 James P. Smith.  
 Frank E. Verner.  
 Norman M. Shaw.  
 Oliver A. Dow.  
 Gaines Moseley.  
 John H. Fay.  
 Pink H. Stone.  
 Clarence H. Medairy.

Robert Yowell.  
 Francis S. Kleron.  
 Edward G. Huda.  
 James H. McGan.  
 William Merrill.  
 Martin J. Kelleher.  
 Glen C. Cook.  
 Thomas L. Edwards.  
 Russell A. Presley.  
 John H. Nichols.  
 William J. Flanagan.  
 James F. Robertson.  
 Charles F. Klenast.  
 Harvey B. Mims.  
 Earl B. Hammond.  
 Timothy J. Holland.  
 Charles D. Sniffin.  
 Edmund G. Chamberlain.  
 Robert J. Archibald.  
 Franklin T. Steele.  
 Percy D. Cornell.  
 Newton Best.  
 William A. Worton.  
 Jonas H. Platt.  
 John F. Horn.  
 Glenn E. Hayes.  
 Stewart B. O'Neill.  
 John F. Talbot.  
 John W. Thomason, jr.  
 George F. Hill.  
 Dan E. Root.  
 Merritt B. Curtis.  
 Charles T. Brooks.  
 James L. Denham.  
 Herbert Hardy.  
 Walter T. H. Gallford.  
 Richard B. Buchanan.  
 William H. McCormick.  
 James A. Connor.  
 Charles N. Muldrow.  
 Hugh McFarland.  
 John T. Walker.  
 Bert A. Bone.  
 Frank W. Wilson.  
 Oliver P. Smith.  
 Hugh Shippey.  
 Joseph G. Ward.  
 Robert C. Anthony.  
 Baptiste Barthe.  
 Robert C. Thaxton.  
 James D. McLean.  
 Thomas S. Whiting.  
 Robert Blake.  
 Henry D. Linscott.  
 William T. Clement.  
 Ralph E. West.  
 Euvelle D. Howard.  
 Alfred H. Noble.  
 Keith E. Kinyon.  
 Harlen Peley.  
 Frank D. Strong.  
 Benjamin Goodman.  
 Harold D. Campbell.  
 Lyman Passmore.  
 James A. Nelms.  
 Joseph T. Smith.

Knapp.  
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Frank P. Snow.  
Samuel W. Freeny.  
William H. Harrison.  
Campbell H. Brown.  
Edward B. Hope.  
Edmund P. Norwood.  
Edwin R. Brecher.  
Lewie G. Merritt.  
Harry C. Savage, jr.  
Oliver C. Hine.  
George F. Smithson.  
John P. Adams.

Otto E. Bartoe.  
Ernest E. Eller.  
Harold D. Shannon.  
Robert M. Johnson.  
Louis R. Jones.  
Raymond J. Bartholomew.  
Bruce B. MacArthur.  
Claude A. Larkin.  
Erwin Mehlinger.  
Robert S. Hunter.  
Total, 309.

## FIRST LIEUTENANTS.

roka.  
g.  
jr.  
orse, jr.  
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Robert E. Mills.  
Earle F. Swett.  
Herman R. Anderson.  
Clarence M. Ruffner.  
Chester L. Fordney.  
Hu H. Phipps.  
Walter E. Lawson.  
James H. Williamson.  
Clifton B. Cates.  
William W. Ashhurst.  
Richard F. Boyd.  
Ralph McN. Wilcox.  
Walter S. Hallenberg.  
Charles A. Etheridge.  
Wallace A. Bell.  
Eric A. Johnston.  
William P. T. Hill.  
Albert V. Williams.  
Daniel W. Bender.  
Anthony W. Durell, jr.  
Lewis R. Stickles.  
Oliver T. Francis.  
Carlos H. McCullough.  
Lemuel A. Haslup.  
James P. Adams.  
Edward A. Fellowes.  
Haskin U. Deeley.  
Robert C. Kilmartin, jr.  
Edward A. Craig.

Conrad S. Grove, 3d.  
Charles M. Portis.  
St. Julien R. Childs.  
Hamilton M. H. Fleming.  
Walter I. Greth.  
Frederick E. Stack.  
Edward S. Shaw.  
Stanford H. Moses.  
Merritt A. Edson.  
Laurence T. Stallings, jr.  
Edgar A. Poe, jr.  
Edward O. Bogert.  
John A. Tebbs.  
John C. Wemple.  
Curtis W. LeGette.  
Cleghorn Foote.  
Thomas H. Raymond.  
Joseph H. Fellows.  
Louis G. De Haven.  
Lester A. Dessez.  
Robert B. Stuart.  
Andrew R. Holderby, 3d.  
Merton A. Richal.  
Francis B. Reed.  
John Kaluf.  
Judson H. Fitzgerald.  
Thomas R. Shearer.  
Louis J. Hughes.  
Donald M. Taft.

William D. Wray.  
Victor F. Bleasdale.  
John W. Beckett.  
Harold F. Swindler.  
Robert L. Jarnagin.  
John Halla.  
Edward E. Mann.  
Merwin H. Silverthorn.  
Kenneth A. Inman.  
Norman M. Moss.  
Tolbert W. Wagoner.  
Frank B. Geottge.  
Richard L. Byrd.  
Walter S. Gaspar.  
Donald G. Oglesby.  
John F. Ellis.  
Leigh A. Poole.  
Wallace G. Gibson.  
John A. McShane.  
John T. Selden.  
Carl R. Dietrich.  
Elmer E. Hall.  
Henry A. Carr.  
Orrel A. Inman.  
Henry N. Hale.

James E. Smith.  
Harry B. Liversedge.  
Merton J. Batchelder.  
Jacob Lienhard.  
Arthur D. Challacombe.  
Joseph F. Burke.  
John W. McNamara.  
Homer H. McIntyre.  
William C. Hall.  
Charles A. Ingram.  
William J. Wallace.  
William F. Brown.  
Sidney R. Vandenberg.  
George L. Maynard, jr.  
Samuel A. Milliken.  
Chauncey H. Applegate.  
William W. Eustis.  
Harvey B. Alban.  
Frank DeW. Gibson.  
James D. Waller.  
Aubrey L. Johnson.  
Oscar E. Kelly.  
Moses J. Gould.  
Corlies Adams.  
Basil H. Pollitt.

George W. Walker.  
John W. Housewright.  
George R. Rowan.  
Theodore H. Cartwright.  
Lucas I. Bruns.  
Walter S. Farley.  
Grover C. Moore.  
Kenneth R. Berkey.  
Lindley H. Pryor.  
William K. MacNulty.  
Ralph W. Luce.  
George F. Stockes.  
Stanley E. Ridderhof.  
Charlton P. Lee.  
Julian N. Frisbie.  
Ervin R. Whitman.  
Benjamin W. Atkinson, jr.  
William L. McKittrick.  
William S. Fellers.  
Henning F. Adickes.  
Augustus H. Fricke.  
Stephen E. St. George.  
Edgar Hayes.  
Total, 226.

## SECOND LIEUTENANTS.

David H. Owen.  
Louis Cukela.  
Allan S. Heaton.  
Walter W. Wensinger.  
Lawrence W. Westerdahl.  
Charles W. Holmes.  
Paul M. Potter.  
Otto H. Osmondson.  
Leslie H. Wellman.  
Guy B. Hall.  
Arthur A. Nelson.  
David A. Stafford.  
Frank W. Hanlon.  
John F. Meagher.  
Ralph D. Leach.  
John M. Patton, jr.  
Claude W. Gelsier.  
Homer G. Parker.  
Edward A. Robbins.  
Clarence H. Yost.  
William L. Bales.  
George L. Hollett.  
James B. Hardie.  
William R. Sheets.  
James M. White.  
Edmund McC. Callaway.  
Delmar Byfield.  
Cornelius S. Lynch.  
Charles Connette.  
Arthur C. Small.  
William H. Faga.  
Harmon J. Norton.  
Stanley Klos.  
Frank L. Lamb.  
Amos P. Booty.  
William R. Affleck.  
Harry W. Miller.  
Bert Van Moss.

Goodyear W. Kirkman.  
Walter V. Brown.  
Lawson H. M. Sanderson.  
Edward C. Smith.  
Jacob F. Plachta.  
Jacob Makohl.  
Ocia K. Manahan.  
Harold E. Rosecrans.  
Joseph L. Moody, Jr.  
Fred T. Molthen.  
Samuel P. MacNeill.  
Richard L. McAdams.  
Harold H. Titus.  
Charles R. Ford.  
Robert F. David.  
Christian F. Schilt.  
George L. Murray.  
James E. Whitmire.  
Henry T. Nicholas.  
Walter A. Wachtler.  
John H. Featherston, jr.  
Frederick S. Chappelle.  
Harold Markell.  
Stuart W. King.  
Glen N. Aron.  
Donald E. Keyhoe.  
John C. Clausing.  
John M. Greer.  
William E. Maxwell.  
Clarence R. Wallace.  
Ronald A. Boone.  
Charles S. Finch.  
Paul B. Watson.  
William B. Onley.  
Wilbur L. Davis.  
Robert D. Foote, jr.  
John W. Mueller.  
John F. McVey.

Charles C. St. Clair.  
John Waller.  
Otto Salzmann.  
Harry V. Shurtleff.  
Harry W. Gamble.  
Robert F. Slingluff.  
Patrick W. Guilfoyle.  
Frank Z. Becker.  
Nathan E. Landon.  
Eugene L. Mullaly.  
John J. Mahoney.  
John P. McCann.  
Harry A. Ellsworth.  
Warren C. Barnaby.  
Maurice C. Gregory.  
Gutav F. Bloedel.  
John Strong.  
Thomas Dwight.  
John J. Haley.  
Frank D. Creamer.  
Harry E. Horner.  
Robert W. Maxwell.  
William F. Thalheimer.  
Benjamin F. Fogg.  
Howell Cobb.  
Thomas F. Joyce.  
William Frederick Brown.  
James W. Lattin.  
Henry A. Riekers.  
Edward McEvoy.  
Charles D. Meginness.  
Eugene B. Mimms.  
Henry Baptist.  
Robert W. Williams.  
Wilbur G. Gunn.  
Carl E. Clark.  
Michael Kearney.  
Edward H. W. Holt.

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Amor L. Sims.  
 Richard H. Schubert.  
 Ogbourne A. Hill.  
 George W. Hopke.  
 Frederick Israel.  
 Carl J. Norstrand.  
 Cecil J. Widdifield.  
 William J. Whaling.  
 Curtis T. Beecher.  
 Walter Sweet.  
 Minter L. Lowther.  
 Gerald C. Thomas.  
 Erwin F. Schaefer.  
 Wilbur Summerlin.  
 Carl F. Merz.  
 Harry C. Moore.  
 Charles P. Hill.  
 Frank D'Ippolo.  
 Lester M. Folger.  
 Maurice R. Gustavus.  
 Walter B. Casey.  
 Edgar G. Kirkpatrick.  
 John D. O'Leary.  
 Grover C. Darnall.  
 Lloyd R. Pugh.  
 Harry D. Barger.  
 Duncan W. Lewis.  
 Roy Wiedemer.  
 Arthur L. Caperton.  
 Hans O. Martin.  
 Charles McL. Lott.  
 Albert E. Benson.  
 William G. Kilgore.  
 John D. Brady.  
 James G. Bowen.  
 Leo Sullivan.  
 Horace D. Palmer.  
 Hayne D. Boyden.  
 Edward G. MacFayden.  
 Eugene Rovegno.  
 Russell L. Stephens.  
 Franklin G. Cowie.  
 Angus Wilson.  
 Fred Lueders.  
 Charles S. Beale.

William R. Perry.  
 John F. Evans.  
 Ray W. Jeter.  
 Louie W. Putnam.  
 Stephen F. Drew.  
 Charles F. Finger.  
 William S. Robinson.  
 James E. Snow.  
 Harry Paul.  
 John W. Hingle.  
 Augustus Aiken.  
 Austin G. Rome.  
 Arthur J. Trask.  
 Joseph Jackson.  
 Earl C. Nicholas.  
 Joseph M. Swinnerton.  
 Leslie G. Wayt.  
 Charles A. Smith.  
 Archie Farquharson.  
 Robert W. Winter.  
 Max Cox.  
 Edgar S. Tuttle.  
 William L. Erdman.  
 Ernest L. Russell.  
 William F. Becker.  
 Charles H. Martin.  
 Ross L. Iams.  
 George Nielsen.  
 John J. Darlington.  
 Frank S. Flack.  
 Eli Savage.  
 Frederick D. Harbaugh.  
 Charles C. Carroll.  
 Norman Johnston.  
 Spencer N. Phillips.  
 William T. Crawford.  
 Francis Kane.  
 Edward A. Platt.  
 Charles Wald.  
 George S. Furey.  
 Clifford O. Henry.  
 Gilbert D. Hatfield.  
 Herman H. Hannehen.  
 Total, 250.

Mr. KELLEY. Anybody who loses his grade and goes back has to be selected; is that the idea?

Gen. BARNETT. No; the permanent officers would go back to their regular rank. But the temporary ones who would have to be selected finally for each grade, to stay in for the permanent strength, and would have to be selected by the board.

The CHAIRMAN. It does not follow that these officers who have these grades will retain them permanently, because they might not be selected for them by the board; other men might be selected, and properly selected, for those grades. It does not follow that you can take care of any man, or any set of men, by increasing the Marine Corps.

Mr. OLIVER. It gives them an opportunity, however, if they are efficient officers in the grades they now hold.

Gen. BARNETT. Yes; they select the best.

(Thereupon the committee recessed until 2 o'clock p. m.)



**NAVAL APPROPRIATION BILL.**

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**Policies and Recommendations of the General Board of the Navy.**

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, March 1, 1920.**

**AFTER RECESS.**

**Statements of—**

**REAR ADMIRAL CHARLES J. BADGER, United States Navy,  
Chairman of the Executive Committee of the General Board;**

**REAR ADMIRAL ALBERT G. WINTERHALTER, United States  
Navy;**

**ADMIRAL HENRY T. MAYO, United States Navy; and  
REAR ADMIRAL JOSEPH STRAUSS, United States Navy,  
Members of the General Board.**

The committee met pursuant to taking of recess, Hon. Thomas S. Butler, chairman, presiding.

The CHAIRMAN. Admiral Badger, we will be glad to have you talk to us about the condition of the naval force—what you see ahead of us—with such recommendations as you may have to make as to how you would like to have the Navy reinforced or its condition improved, if it is possible to do it. I have read the report of the General Board made to the Secretary of the Navy, and we would like to have you develop the subject further this afternoon.

Admiral BADGER. Mr. Chairman and gentlemen of the committee, the policy of the General Board, so far as its recommendations have been concerned, from the date of its creation, which was in 1900, up to the present time, has been along the lines of so increasing our naval power that within a reasonable time we should have a Navy equal in power to the Navy of any other nation.

In 1903, when the program of 48 battleships was enunciated, it was with that view, that by the time those ships were completed we should have a Navy probably equal to anything there was in the world.

In 1915 the General Board, then headed by Admiral Dewey, enunciated definitely the policy that we should have as soon as practicable a Navy equal to the most powerful Navy of any other nation, and during that whole time, from 1903 to 1915, and from 1915 to the present time, the General Board in its recommendations has always had in view the expansion of our Navy to that extent.

My own idea—and I think it is the idea of the General Board: if I am not correct, I would like to have them say so—is that the sea power of a nation depends upon its battle fleet. All the rest of the ships may be considered in a sense auxiliary: without the backing

of the battle fleet it is within the power of any nation that has that backing to clear the seas of cruisers and small craft. That was evidenced during the late war, when the British grand fleet in the North Sea was the bulwark on which the whole sea power of the Allies depended, and it was upon the grand fleet that the small vessels of all types were based and supported, whether they were in the Strait of Dover or whether they were in the Straits of Malacca. The light craft of the enemy, of which there were perhaps 10 afloat and abroad when the war commenced, were soon cleared of the seas, and they were never again able to operate against either the ships of war or the mercantile marine of the allied powers. The German Navy was held in port, and although some of it came out and had one or two engagements, there never was a decisive naval battle during the war. The nation with the most powerful fleet controlled the seas of the world, and it was largely due to the power of that battle fleet that the war ended as it did.

In the United States Navy we have built 40 battleships, and we have 12 authorized and building. The progress has been so great in the design of fighting craft that we now see that the earlier types, even of the dreadnoughts, will soon have to be relegated to the second line. Ships of above 12-inch gun power in their main batteries will be the only ships of the first line in a short time.

Of the dreadnoughts, so called, commencing with the *Delaware* and ending with the *Idaho*, there are 15, and 6 of those ships will come out in a short time, leaving 9. So when the 12 dreadnoughts now authorized and building are completed we will have 21 ships of the first line.

The CHAIRMAN. Of the first line?

Admiral BADGER. First-line ships. These other ships, while obsolescent, are not obsolete. They can be held for a number of years to come. But the real power of the Navy will depend upon the dreadnoughts carrying 14-inch guns and above.

The General Board in its recommendation for the building program recommended, among other vessels, two battleships and one battle cruiser for authorization.

The CHAIRMAN. That is, in addition to what is known as the 1916 program?

Admiral BADGER. That is in addition to the 1916 program. The board, after a most careful consideration, looking at it purely from the military point of view, believed that recommendation for two additional battleships and 1 battle cruiser should stand.

Other nations will go on building, and although Great Britain is not now building any battleships, yet an effort is being made in her colonial possessions and dominions to build for her. And we must bear in mind that it does not make any difference whether a battleship is built and belongs to the Canadian navy, the Australian navy, or the Indian navy, it is just as much a battleship of the British fleet as if she were built in England.

In recommending these battleships the General Board is following a consistent policy to increase our naval power to that of the most powerful nation on the sea.

We are short of cruisers—we call them scout cruisers—in our program. The cruisers we have are out of date; they have not the speed and they have not the endurance of the modern ships of this type.

they are useful for policing the seas in time of peace, and we have not to make the best of them as long as we have them. But we need more cruisers, particularly when we consider the increase we hope to have in our merchant marine. I might interpolate here that the size of our fleet must depend upon the increase in our merchant marine. The two go hand and hand.

Congress has already authorized 10 scout cruisers of 7,500 tons displacement, armed with 6-inch guns; but we need to increase the number of the cruisers, and we have recommended in the next building program 10 more scout cruisers, which would give us 20.

Mr. BRITTEN. Of the same size?

Admiral BADGER. The characteristics have not been determined, but I can say that the increase in the armament of the more modern cruisers abroad and progress in shipbuilding would now lead us to believe that a vessel of about 10,000 tons, armed with 8-inch guns, would be the main characteristic of the new type.

Mr. HICKS. What would be the speed?

Admiral BADGER. We hope to keep to 35 knots.

Mr. PADGETT. If that is the plan, why would not the 10 authorized in 1916 be useful?

Admiral BADGER. They are rather too far along. They have been started for and are now building. The one that is furthest along toward completion is 34.3 per cent completed, and the one that is next along is 12 per cent completed, so it is too late to change.

Mr. PADGETT. Have the designs and plans and specifications been completed?

Admiral BADGER. Everything. It would stop the whole program attempt to do that now. But there is no reason why we could not start in on the more powerful ships to meet the latest types now building abroad, and we believe that about 10,000 tons armed with 8-inch guns will meet the present advance for some time in the future.

Abroad for a great many years they have had a large torpedo destroyer of, roughly, about 2,000 tons that we have never imitated. But they were found to be of the greatest use in the late war not only as leaders for the torpedo-boat flotillas of smaller size, but they were

Admiral BADGER. It is a new type of torpedo vessel for us, but it is not new for the navies of the world.

Mr. PADGETT. I was trying to get that information in the record of the hearing in this connection.

Admiral BADGER. I may say, Mr. Chairman, the British Navy has 28 flotilla leaders build and 2 building, and the United States has none.

Of submarines we have built a considerable number during the war and there are some still building. We have, in fact, 76 submarines in commission, or expect to keep 76 in commission during the coming year. We have 102, all told, that are built, although probably 20 per cent are obsolete and should be scrapped, and we still have 52 building.

Mr. PADGETT. That would give us 125, in round numbers, that would be available?

Admiral BADGER. That would give us about 125 available. We have 9 fleet submarines, which have not yet been commenced, of about 2,000 tons surface displacement.

Mr. PADGETT. I understood they were about 1,300 tons.

Admiral BADGER. No, sir; they will be about 2,000 tons. We have the AA-1, the AA-2, and the AA-3, that run from 1,100 to 1,200 tons, but the new fleet submarines as proposed in the characteristics of the General Board now are of about 2,000 tons displacement on the surface.

Mr. PADGETT. Then it would be necessary to increase the limit of cost?

Admiral BADGER. My recollection is that they will cost about \$3,000,000 apiece.

Mr. PADGETT. Those boats were originally estimated to follow substantially the *Schley* type, the A-1 and the AA, but since then you are enlarging them very substantially.

Admiral BADGER. In order to keep in line with the progress in submarine construction. They are about the same displacement as the British K boats, but we can not get the speed or the endurance or the habitability as required by modern conditions on less than 2,000 tons.

Mr. PADGETT. In that connection let me ask you this question. In 1916 we had a very thorough discussion, with various expressions of opinion of the leading naval authorities on submarines and the weight of their opinion was in favor of an 800-ton boat, and we built large numbers of the 800-ton submarines. What do the practical test and experience with them show as compared with the arguments presented in 1916?

Admiral BADGER. The 800-ton boat is classed in what we have called the coast submarines. They were extremely useful during this war and they are still very valuable where great cruising endurance is not an essential characteristic.

But in laying down the characteristics for vessels of our Navy we always have to consider the long distances in which we may have to operate.

It is perhaps right at this moment to speak of the conditions abroad on the Atlantic side, where for many years it has been known that in case of war the theater of operations would be in what may be called the narrow waters or the confined waters of the North

sea and perhaps the Mediterranean. If we ever have a war we have to consider much greater distances than anything that was necessary abroad, in Europe or in European waters. To hark back a little bit, the same thing holds true for the light cruisers and the scout cruisers. The 3,500-ton to 5,000-ton vessel was the favorite light cruiser for the British and all the other European nations. It gave them a cruising endurance of anywhere from 2,500 to 3,000 or 4,000 miles and high speed.

**Mr. PADGETT.** They had a short radius of action?

**Admiral BADGER.** They had a short radius of action. But in building for the United States we have to consider distances over two or three times as great as they had to consider on the other side, and in order to get cruising endurance with the high speed necessary for scouting vessels we have to go to greater displacements, which accounts for the 7,500-ton ship and for the ship for the future of say 10,000 tons or thereabouts.

**Mr. PADGETT.** When the argument was presented to the committee in favor of the 800-ton boat—and I am not expressing any opinion about it, but just recalling a little history—the argument was pressed very strongly that that would be a seagoing vessel and that it would be habitable; that the smaller ones we had under 800 tons would not be seagoing and that they were not habitable. It was also argued that if the boat were made larger than 800 tons it would not submerge with sufficient rapidity, that those vessels took so much longer time to submerge that they would not accomplish the same useful purpose that the 800-ton vessels would; that that size was a happy medium, taking all those matters into consideration; that that was a boat for the open sea as well as for the coast, as far as submergence and speed both were concerned.

**Admiral BADGER.** That was the argument of the day, and it was sound. And it is sound now where we want vessels of small endurance. The greatest amount of damage that was done during the late war was done by vessels of about the 800-ton class. But it was seen as the submarine developed—and it is a new development within the last 10 or 15 years—it was seen that for certain jobs along the line of scouting and blockading, vessels of greater endurance and of greater seagoing quality would have to be used, so that the British and the Germans commenced developing a larger type of vessel. They call them cruising submarines.

**Mr. PADGETT.** Just at that point, I heard it stated in the latter part of the war that the Germans were abandoning their cruiser type and going back to the smaller types, and that that was because of their operations within a limited radius.

**Admiral BADGER.** It was because of that. The vast majority of our submarines are of 800 tons or below. The last 40 or 50 submarines that we have laid down have been of the 800-ton type, possibly more than that, and those are very valuable vessels to-day.

**The CHAIRMAN.** I do not want to interrupt your statement, but was it not a good deal a matter of guessing prior to 1914; and can we not now more nearly speak by the record?

**Admiral BADGER.** Yes, sir; we can. The 800-ton submarine is valuable for short endurance work. We now need in small numbers vessels, which we have called fleet submarines, of greater endurance, of good speed, and which have a large cruising radius so they can be

sent to the trade routes or as scouts or blockaders at long distances from our home bases, the idea being that they shall be based upon the fleet, to be able to accompany the fleet, if necessary, but not always to be with the fleet. Those qualities we can not get under 2,000 tons surface displacement. We consider them very valuable adjuncts to the fleet.

Mr. PADGETT. I want to call your attention to this fact, in order to see what the development has been. I have a recollection when we had that up the suggestion was made that we should have 10,000-ton cruisers with 8-inch guns, and they said 7,500 tons was large enough, and the suggestion was also made at that time that we should go to the 1,500-ton type, the Schley type of the submarine instead of the 1,100 or 1,200 ton type; and I just wanted to see how it has developed.

Admiral BADGER. It has developed, and we have had to change our minds, following the development brought about by the experiences of the war.

Admiral WINTERHALTER. This discussion I remember very well, and I followed it all through 1916, and as a net result of the discussion Congress gave us nine fleet submarines, and these are the fleet submarines Admiral Badger spoke about.

Mr. PADGETT. They authorized nine then, and we had authorized three before that. But what I had in mind was that the suggestion was made at that time that instead of making those submarines 1,100 or 1,200 tons, we ought to have gone to 1,500 tons at the start.

Admiral WINTERHALTER. If it will help you—and that is what I want to do—in the same appropriation bill there were also the 800-ton submarines. Both types were provided in that bill. But nine fleet submarines were then authorized.

Mr. PADGETT. We provided for a large number of 800-ton boats, and those were to be the principal ones, and the three of the large type were largely experimental.

Admiral WINTERHALTER. And they have increased in size. Then, there is the other thing, that other types of vessels have been increased in size.

Mr. PADGETT. When I first came on the Naval Committee they were building ships of 15,000 tons displacement, and now they are building 44,000-ton ships.

Admiral WINTERHALTER. Nobody can stop the increase of size. It is a law.

Mr. BRITTON. Do I understand that the submarines recommended for the 1921 building program are in addition to the program already on the books?

Admiral BADGER. Yes. These nine fleet submarines have already been authorized. In regard to the six additional submarines recommended by the board to the Secretary of the Navy, for the fiscal year 1921, it is said:

The recent war has demonstrated the enormous value of submarines to any navy, and in certain directions they can perform services, both offensive and defensive, not possible with other types of vessels. Because of the large number of submarines built or authorized during the war the General Board believes it is not advisable, for the immediate future, to lay down more submarines in considerable numbers, but we certainly should proceed with their development by building type or pilot submarines of certain classes. The "fleet" submarines now being designed will be the only ones on which the lessons of the last war can be applied; their design, develop-

ent and building will serve to cover that general class. For new types the General recommends that at least two of each of the following general characteristics be appropriated for in the next bill:

- (a) A very long radius submarine, with heavy armament and the longest practical operating range; surface and submerged speeds to be moderate, with considerable submerged radius; four bow and two stern tubes, 15 long 21-inch torpedoes, two 6-inch guns, and one antiaircraft gun; about 300 feet in length and 2,000 tons surface displacement and about 14 knots surface speed.
- (b) A long radius mine layer, generally modeled after ex-German submarine U-117.
- (c) A general purpose submarine of moderate size, between 200 and 250 feet length, and corresponding surface displacements of 800 to 1,000 tons; to be the best combination that we can evolve as a result of our prospective experiences with different types of S class AA-1 and U-111.

The whole idea of that is that while for the moment we have authorized enough submarines, we will soon fall behind unless we proceed with the development. The development is so rapid that in order to keep up with the times and in order to exercise the ingenuity of our designers, builders, and contractors, and to profit by the experience we have had abroad, we have recommended the building of these six very important vessels for the Navy.

Mr. PADGETT. And part of those six you said should be 800 tons?

Admiral BADGER. Yes, sir; keep on with the development of the class.

Mr. PADGETT. What particular effect or quality of that type of ship have you in mind that is different from the 800-ton ship that we have already built? What difference in construction or difference in radius of action, or difference in functioning would that 800-ton ship which you are recommending to be built now have in comparison with the 800-ton ships that we have already authorized and which are building?

Admiral BADGER. I would like to have Admiral Winterhalter answer that question.

Mr. PADGETT. I have in mind that there are perhaps 50 of those not in course of construction. Could not two of them be changed to this new type instead of authorizing two additional ones beside the number we have already authorized? In other words, eliminating the 25, in round numbers, that are obsolete, we would still have about 25 effective submarines. Seventy-five of those would be of 800-ton

the details. But as I understand the recommendations of the General Board, they are in the nature of advice to the department. The department approves or disapproves that advice.

Mr. PADGETT. I was just speaking of it as a matter of business. If the type of the submarine is to be changed, instead of building 50 or 52 of the old type, why could you not build two less of the old type and let two additional be built of this type for experimental purposes?

Admiral WINTERHALTER. If you think of the matter as an experiment, Mr. Padgett, that probably would clear up the situation entirely. It is necessary in every business, and especially in the Navy, to do a good deal of experimenting. Even if we had to scrap the two after trying them out and finding that they would be no good, my idea would be to go ahead and scrap them because there are many things to consider, especially the matter of the construction of the submarine. Their structure is delicate and complicated: many things have to be learned, and especially many things the application of which in the German submarine were not clear to us. That is what we would like to find out. If the problem is as you state it: 48 submarines would do as well as 50.

Mr. PADGETT. I wanted to put the same question with reference to the destroyers you spoke of. You spoke of having five destroyers of 2,000 tons displacement. We have authorized a number of destroyers that are not yet laid down, not yet constructed. Why not modify the existing authorization for destroyers—they were held up under the building program—and convert them into the type you speak of there and abandon the construction of 12—I think it is 12—of the 1,200-ton type?

Admiral BADGER. I should think that could be very readily done. Mr. Padgett, in the bill you are preparing. We have the destroyers authorized.

Mr. PADGETT. Instead of going ahead with the construction of the ones which are being held up, just convert them into the type you refer to.

Admiral BADGER. Exactly. We have 12 of those authorized but not under construction, from No. 348 to No. 359.

The CHAIRMAN. It would do no more than increase the cost of construction?

Mr. PADGETT. Certainly: authorize five of these, and cancel the other authorizations, substituting the authorization for the 2,000-ton type.

The CHAIRMAN. My suggestion would be for you to consult with the Bureau of Construction and Repair about that so that we might hear from that bureau in the course of the next four or five days; and if we can build this new type of ship instead of building the other type which we have authorized, let us take the new type and increase the limit of cost.

Admiral BADGER. We are talking about the destroyers now. We have agreed, I think, that it is too late to make any change in the case of the submarines, because all the submarines are under construction now. There are 12 destroyers authorized but not under construction or contract. Those could be changed into the larger type of the flotilla leader, and that change could be made in the bill.

Mr. PADGETT. I would suggest that if you cancel that former authorization of 12 destroyers and substitute 5 of the flotilla leader

type you refer to in lieu of those, the cost of the 5 may not be as large as that of the 12 others.

Admiral BADGER. No, sir. I think, however, you had better make it 6 in order to have even numbers.

Mr. PADGETT. I thought you said 5.

Admiral BADGER. I did; but if you are going to cancel the other 12, I think it would be better to make it 6 of the big ones.

The CHAIRMAN. You may proceed with your statement, Admiral.

Admiral BADGER. Having finished with the subject of submarines, we come now to the auxiliaries, and again, for the purposes of the record, I would ask permission to read what the report of the general board said on that subject. The report says:

The General Board does not recommend at present the general construction of specially designed fleet auxiliaries, believing that for present needs merchant vessels will have to be acquired and adapted to naval uses. Still, the General Board has been impressed with the great value of the repair-ship type, especially the destroyer tender, and with the growing necessity for special fleet airplane carriers and tenders for aircraft. In equal measure, submarine tenders are essential for overseas work and also where shore bases are not available. The General Board recommends that the department include in its estimates for the building program of the fiscal year 1921 airplane carriers, destroyers, and submarine tenders, as hereinafter indicated.

That is, two airplane carriers, one destroyer tender, and one submarine tender.

Again, to quote from the report of the General Board:

The development and use of aircraft in naval warfare during the recent Great War has shown to us the great possibilities of this branch of the service in the near future. The development of aircraft for use in scouting, spotting, and actual attack against vessels with guns, torpedoes, and bombs will be so great that it is impossible to foresee or predict to-day what the result will be a few years hence. Since it is impossible to foresee the results of development, it will be necessary for the United States Navy to encourage and support adequate development of aircraft for naval purposes.

Now we go on to the needs of the Navy in aircraft for the fiscal year 1921. What I want to speak about particularly is the airplane carrier. This is a new type of ship developed during the war. It was found necessary to have a special ship to carry airplanes so that they might be dispatched for scouting or bombing purposes against the enemy. By this means aircraft could accompany the fleet when desired and operate within their cruising radius, which would have

Mr. HICKS. I am surprised at your estimate of cost. From Capt. Craven's testimony I gathered they would cost approximately \$20,000,000 apiece. Do they have any armor on them?

Admiral BADGER. I think they have no armor, but they have guns.

Admiral WINTERHALTER. We prepared the characteristics in the General Board and submitted them to the department very early, after the usefulness was demonstrated on the other side. They are 35-knot ships. That is their principal protection. They will not have any heavy armor.

Mr. HICKS. How many planes will they carry?

Admiral WINTERHALTER. They will carry 30 or 40 planes apiece, but we have computed that we should have one of these airplane carriers to every squadron of battleships. That is about the proportion in which they should travel with the fleet.

Mr. HICKS. Then the planes will take off from the deck of the carrier?

Admiral WINTERHALTER. Yes; there is a flying deck 700 feet long that extends the whole length of the ship, and the plane starts from the deck and comes back to the deck. It is used only for those planes. The whole success of combination with the fleet practically depends upon having airplane carriers that will accompany the fleet in any expedition of any size or magnitude or to any great distance. It is indispensable that these airplanes that can only stay in the air a few hours should come back to some base. When we cut adrift from the navy yard and from the shore and get upon the broad expanse of the ocean we must have a base in the fleet itself. Just as in the case of having the fleet submarines based on the fleet, so with regard to the airplanes they must be based on the fleet.

Mr. HICKS. Would these carriers be equipped with machinery and shops for the repair of planes?

Admiral WINTERHALTER. Yes, sir.

Mr. HICKS. Is that included in the estimated cost?

Admiral WINTERHALTER. I think so. I do not know exactly the full extent of the estimate. It may be an expensive thing, and the committee can be warned in advance of the expense, but it is a new element, that of war in the air, and it is indispensable if we want our fleet to meet any other modern fleet on equal terms.

Mr. HICKS. Admiral, let me ask you this question. When Admiral Coontz was before the committee, in answer to a query I submitted to him in regard to what he thought would be the increased efficiency of a fleet fully equipped with aviation material over a fleet not so equipped, as I recall his answer it was that he thought a fleet equipped complete with aviation service would be 25 per cent more efficient than a fleet which was not so equipped.

Admiral WINTERHALTER. I should think that would be a very conservative estimate.

Mr. HICKS. A very conservative estimate. That will be your idea, would it, Admiral Badger?

Admiral BADGER. Yes, sir.

Admiral WINTERHALTER. The whole thing is new and it needs development, that is why the General Board has asked for a large appropriation for experimental construction. Again, as in other

things, if we abandon experimental work, we do not get anywhere, especially with a new thing.

Mr. HICKS. These carriers would be protected, I presume, entirely by the battle squadrons they were accompanying? Of course their speed would be a factor also in protection.

Admiral WINTERHALTER. If they are caught alone, they have a speed of 35 knots, and they will also have 6 or 8 inch guns. Then, too, if they are caught alone they will also have torpedoes.

Mr. HICKS. They would be equipped with torpedoes?

Admiral WINTERHALTER. They would have some torpedoes.

Mr. PADGETT. But their principal protection would be their 35-knot speed?

Admiral WINTERHALTER. That is really the crucial feature, as it is in the case of the destroyers or the scout cruisers or the battle cruisers.

The CHAIRMAN. Have we in the service a ship of any kind of sufficient speed so that it could be converted into one of these ships?

Admiral BADGER. No, sir.

The CHAIRMAN. You know of none?

Admiral BADGER. No; I know of none.

The CHAIRMAN. Not even of the merchant ships?

Admiral BADGER. No, sir.

Mr. HICKS. How about the *Leviathan*; would she not be adaptable for that service?

Admiral WINTERHALTER. It would cost as much to fit out the *Leviathan* for that purpose as it would to build a new one. The English tried all manner of conversions; they had at one time as many as 25, but they finally came to building them. Of course, the war developed aviation to a certain extent. But this process of the development of the airplane carrier is still going on. We have also made studies of scouting in the General Board, with a view to helping out the scout cruisers with aircraft. We find always that we must have some airplane carriers for the planes to come back to.

Mr. HICKS. I presume the main object in having these planes will be to spot your fire. Is not that the main purpose?

Admiral WINTERHALTER. Mr. Hicks, you now lead me into the realm of speculation, and you can give your own imagination a great deal of play on that. The air will have to be cleared before you can do any spotting. There will be fighting planes, as there will also have to be spotting planes. We have drawn up the military characteristics for the fighting planes and the spotting planes. Then we are also going to have bombing planes, and also the big seaplanes like the *NC-4* and others that may be called, in imagination, the battleships of the air.

Mr. HICKS. And torpedo planes, too?

Admiral WINTERHALTER. The bombing plane will be also a torpedo plane. We are trying to work that in. It is a very difficult problem. We need all the help and the money we can get. Those are very difficult problems. We have been conducting hearings for the last two months on aviation subjects. A year ago we conducted hearings for several months and it took us three months to formulate the fleet aviation policy for the Navy Department. About 75 per cent of that which we formulated the Navy Department approved.

Mr. PADGETT. You spoke of the cost of a ship of that kind, and you said it would require a landing deck of 700 feet in length, and

you said that it would have a 35-knot speed. To get a speed of 35 knots that ship of that size will require very heavy engine power. Would it be possible to get a ship of that kind within a cost of \$5,000,000, when a battle cruiser 850 feet long with a speed of 35 knots costs about \$28,000,000?

Admiral WINTERHALTER. Of course, the problem is different.

Mr. PADGETT. What I wanted to ask was whether you did not have the figures too low in estimating the cost at less than \$5,000,000 for a ship of that size, with a speed of 35 knots?

Admiral WINTERHALTER. I had expressed my opinion that you could not get it for that price. But that is just my opinion. I have not the aptitude nor the help available to compute accurately the cost of a ship of that kind.

Mr. PADGETT. To get a speed of 35 knots in the battle cruisers we had to have 180,000 horsepower, four drives of 45,000 horsepower each, and that ship is costing something like \$28,000,000, complete, and it occurred to me that a ship that would carry a landing space of 700 feet in length, having a 35-knot speed, would probably cost more than \$5,000,000.

Admiral WINTERHALTER. I think you reason very logically, Mr. Padgett, but the battle cruisers would be twice the size of these ships. The battle cruisers would be at least 40,000 tons, and these ships should not be more than 20,000 tons.

Mr. PADGETT. The battle cruisers would be 32,000 tons. Assuming that these other ships would be 20,000 tons, practically two-thirds the size of the battle cruisers, the speed is the same, and two-thirds of \$28,000,000 would be about \$19,000,000.

Admiral WINTERHALTER. I am not responsible for these figures, and I do not know exactly what size ship it is.

Mr. PADGETT. They told us also that the battle cruiser, in order to get a speed of 35 knots, had to be made very large in order to get the engine power and the drive.

Admiral BADGER. Mr. Padgett, I want to say that your point is well taken as regards the cost of the airplane carriers with those characteristics. I read you the figures of the cost from a letter signed by the chief constructor, addressed to the chairman of the committee, Mr. Butler, which gave the cost of \$4,925,000 for an airplane carrier, but I now see that that covered only the construction and repair estimate for the first year. Under date of December 27, from the same source, there is an estimate covering everything, and the grand total of the cost for an air carrier is \$23,150,000.

Mr. HICKS. They are the figures given us when we had the officers of the Aviation Service before us.

Let me ask you, Admiral, how are you going to get your runway of 700 feet on your ship?

Admiral BADGER. They carry the funnels out to the side, and the pilot house and other impedimenta that would ordinarily be on the deck of the ship along the midship line are either carried out to the side or are built upon an elevator arrangement by which they can be lowered, thus leaving a clear deck for the planes, or lifted into position when the airplanes are not operating. In all these vessels the spread of the airplanes accommodated by them must conform largely to the beam of the carrier.

Mr. HICKS. The giant seaplanes have a spread of 140 feet, and could not be flown from these ships.

Admiral BADGER. They can not be carried in the carriers.

The CHAIRMAN. Is there a picture of such a ship somewhere in existence that we may see?

Admiral BADGER. Yes, sir; we have a plan of the British *Argus*.

The CHAIRMAN. Have you a picture of a ship with the runway on it?

Admiral BADGER. We can send you a picture of the *Argus*.

The CHAIRMAN. This plane you speak of is on the top deck?

Admiral BADGER. Yes, sir.

The CHAIRMAN. Is it a deck of itself?

Admiral BADGER. It is clear of everything. The machines are kept on the deck or they are below and sent up, when needed, by elevators.

The CHAIRMAN. The machines would not be carried on this deck?

Admiral BADGER. No.

The CHAIRMAN. But they would be carried on the deck below, and as a machine is wanted for use it would be raised to this deck and have the benefit of the entire runway to get off to its flight?

Admiral BADGER. Yes, sir.

The CHAIRMAN. How long has this ship you have referred to been built?

Admiral BADGER. The *Argus* joined the Grand Fleet just before the armistice was signed.

The CHAIRMAN. Then she was not in actual use during the war?

Admiral BADGER. She probably was not. The *Furious* and other converted ships were used. The *Furious* was very fast.

The CHAIRMAN. What is her speed?

Admiral BADGER. Her speed was stated to be very high. I have seen it claimed as high as 37 or 38 knots, but I can not answer for that.

Mr. PADGETT. You were speaking about these airships landing on this deck. You have to have the deck clear when they land?

Admiral BADGER. Yes, several hundred feet of the deck has to be clear.

Mr. OLIVER. Capt. Craven in his statement to our committee said he thought that they would demonstrate the practicability of landing on the water, and if he should be able to demonstrate that that was entirely feasible, why would it be necessary to provide such a large deck space for this landing?

Admiral BADGER. Landing on the water involves in the first place a specially designed or specially fitted airplane. It must either be of the boat shape, that is, the fuselage must be, or it must be fitted with pontoons, or fitted temporarily with air bags to give temporary buoyancy; but landing in the water and then recovering the plane is a very difficult proposition. If the water is at all rough you are likely to lose plane and crew.

Mr. OLIVER. But would there not be danger in rough water, even with carrying ships?

Admiral BADGER. Not necessarily very great on the large ships unless the weather and sea are extremely bad.

Mr. BROWNING. Would it not be a difficult matter to land on the runway?

Admiral BADGER. They have become so expert now that they can do it without any very serious risk.

Mr. BROWNING. It seems to me it would be one of the most difficult things to land on the runway.

Admiral BADGER. It requires experience and skill, and that is one of the things which the airplane carrier will give us; it will give us a chance to gain experience and acquire skill.

The CHAIRMAN. Would you not have to bring the carrier to a standstill?

Admiral BADGER. I do not know that. There is no doubt that they will be able to land on such a ship, because they have done it, not once or twice, but habitually.

The CHAIRMAN. It seems to me it would be like shooting a single bird to land on a ship running 35 knots an hour.

Admiral BADGER. It is not necessary to run 35 knots to land, but 35 knots will be a great help for launching the plane from the ship. It creates an artificial wind which helps the plane in taking off.

Mr. PADGETT. You spoke about the *Argus*. What is the other ship?

Admiral BADGER. The *Hermes*; also the *Eagle*.

Mr. PADGETT. They are converted ships?

Admiral BADGER. I think the *Argus* was converted. The *Hermes* was not an airship carrier when she was contracted for, but before she was more than a small fraction completed she was taken over and completed here for a carrier, so that practically she is a special carrier ship. The *Eagle* is specially designed and built as a carrier.

Mr. PADGETT. Would it be substantially a ship that was built for an airplane carrier or would it be classed as a converted ship?

Admiral BADGER. No, sir; the *Argus* is substantially built for an airplane carrier.

Mr. HICKS. With all this engine power necessary to develop 35 knots, would you have very much space for aircraft?

Admiral BADGER. Yes, sir; there will be plenty of space for the planes, for the ship crew, and for the crews of the airplanes. She is a big ship.

Mr. HICKS. I was under the impression that a ship developing 35 knots would be filled almost entirely by boilers, engines, and fuel.

Admiral BADGER. Space for stowage, operation of airplanes, machinery for repairing aircraft, and quarters for the personnel can be found.

Mr. PADGETT. All of the machinery would be below the water line?

Admiral BADGER. It would all be mostly below the water line.

Mr. PADGETT. And your storage of planes would be on the next to the top deck?

Admiral BADGER. Probably on the next to the top deck.

Mr. PADGETT. Then the personnel would be just underneath the storage of the machines?

Admiral BADGER. I do not know how the necessary space is to be utilized, but there is no doubt that room for all operating facilities exists.

I want to say only one word more, Mr. Chairman, and that is that we believe the airplane carrier a necessity in the development of air service for naval use and it is one of the most important recommendations contained in the building program. We must keep in

line with airplane progress if we are to have a thoroughly equipped and efficient Navy. Otherwise we had better have no Navy at all.

We also realize the necessity for smaller and lighter fighting planes and spotting planes, perhaps, for carrying on battleships, cruisers, and other scouting vessels to send up when in the presence of the enemy. It seems probable that future naval general actions will be preceded by a battle in the air. Those planes we do not expect to get back to the carrying ship because we can not as yet land them on such ships. We have to trust to landing them on the water somewhere in the neighborhood of a friendly ship, so that their crews and perhaps the planes themselves can be saved. We have gone very carefully into what is needed for the equipment of all of our ships and also for the development and equipment of certain air stations on shore, and \$11,000,000 is what we think can be profitably used at the present time.

Mr. HICKS. That coincides, I suppose, Admiral, with the estimated submitted by Capt. Craven?

Admiral BADGER. I think it practically coincides.

Mr. HICKS. So, practically, what you are doing and what he did is to indorse a general plan for aviation for the Navy.

Admiral BADGER. This plan and this recommendation was made after the most careful, exhaustive hearings in which expert aviators, including the head of the office, Capt. Craven, expressed their views. The characteristics have been adopted after such hearings and discussions, and the results are in substantial agreement with the expert aviators' advice in the matter.

Mr. PADGETT. In the beginning of your statement you spoke of one additional battle cruiser.

Admiral BADGER. Yes, sir.

Mr. PADGETT. We are just beginning the construction of four that will take four years to construct.

Admiral BADGER. Yes, sir.

Mr. PADGETT. We are just beginning the construction of them now, but they will not be completed for four years yet. If the committee should take up the additional building program and decide what we have already in course of construction, what about substituting the airplane carrier for that battle cruiser and put the battle cruiser in later on, since you would have to take four years to build that and you could extend it beyond and perhaps get the benefit of suggestions about this later cruiser from the progress of the four that we are just beginning to build? Take up this question of the airplane carrier and substitute it for the cruiser. In other words, six cruisers ordered in 1916 because of the exigencies of the war are practically authorized at the present time.

Admiral BADGER. They are contracted for at the present time.

Mr. PADGETT. I know they are contracted for at the present time, but it is the same as if they had been authorized at this time and the contracts promptly made. In other words, the ultimate construction of them will be the same as though they were just authorized about this time. Now, we come along and we learn an additional lesson from the war of the necessity and urgency of this new type and as we are building four of the others, would it not be better to take up the other one and just hold up a little while on the additional cruiser, as we have got four which have been laid down?

Admiral BADGER. Mr. Padgett, that is a question of expediency. The General Board in general feels that, so far as it is concerned, such questions should be considered from the military point of view only. We believe that we should expand our sea power to an equality with any other nation as rapidly as possible.

Mr. PADGETT. To come down to the situation, we could not get any contracts for battle cruisers except on the cost plus, and two of them we had to build ourselves and it is going on. We are largely experimenting with that type of ship. There are six of those, but none of them have been built that will correspond with those six ships. We are just now beginning the construction of them. It will take four years to complete that allotment of the six. Now, if we had those six coming out, it would be practically the same, being built altogether, and might we not, as a good expedient proposition along military lines, get valuable suggestions of improvement of the cruisers that are to follow just as we did, for instance, in the case of the *Tennessee* when we authorized that back yonder? When this war came on we had made improvements on the *Tennessee* and changes in it when it was going along in construction to get the benefit of additional thought and observation and study. It occurred to me that this other one, if we are going to take up the new program, we will take this one and let the battle cruiser wait because we can not get it laid down right now if we authorize it.

Admiral BADGER. Upon investigation we find that the facilities of the country will permit of the three capital ships recommended being laid down in the coming year. We believe that the battle cruisers ought to be steadily increased in number and that if we can get seven it is better even if we have to build her exactly on the same characteristics as the other six.

Mr. PADGETT. That building six at one time is a very good program when you are building 12 battleships and so forth.

Admiral BADGER. I agree that it is a fine program.

Mr. PADGETT. And 10 scouting cruisers.

Admiral BADGER. That we are advocating to be continued, of course.

Mr. PADGETT. When you need this new type, the value of which I recognize, when you have the 12 dreadnoughts in the course of construction and 6 battle cruisers and 10 scouting cruisers, then might we not take up this other one and go along with that and make it a more homogeneous program of construction than to add the other one and develop that plane carrier?

Mr. McPHERSON. Has the General Board any fixed idea of the types of ships that you would want to build for this carrier service, this airplane service?

Admiral BADGER. Yes, sir; we have, and we submitted characteristics after study of all the available information from abroad. The characteristics have been submitted to the department for approval and the preliminary sketch designs have been made.

Mr. McPHERSON. Your idea is that if there was to be any further development of the planes or their uses that to equip the Navy as it ought to be, with no more known about it than it is now, it would be advisable to build this ship.

Admiral BADGER. Absolutely, sir.

Mr. McPHERSON. To build this big ship?

Admiral BADGER. Yes, sir; two of them.

Mr. McPHERSON. The particular development that you expect will occur will be in the plane itself and not its uses. It will not be in the ship.

Admiral BADGER. Yes; the development will be in the planes, as also in the uses to which they are to be put in naval warfare.

Mr. BROWNING. Some months ago I read an article published by Admiral Fullam in the New York Herald regarding the future building of our battle cruisers. In this article he did not think it ought to be done. I think it was agreed on also by a British admiral and by a French admiral and on the point of the development of the planes the unprotectedness of the deck of the battleship that it would not be advisable to build those battleships until something is made to protect them. What have you got to say about that? Did you see that article?

Admiral BADGER. I do not know that I have seen that particular one but I have seen articles on the subject. So far, they may be designated as purely theoretical, as talking about what may happen in the future in the development of the bombing planes. Up to the present time we have nothing we can go on or which shows that the bombing plane has arrived or will arrive at such perfection as to seriously threaten the battleship on the surface. We have ways of protecting, and that is one of the things that the airplane carriers and the fighting planes that are to be carried by the battleships and scouting vessels are for—to clear the air of enemy planes in the vicinity of the fleet. Bombing planes did not injure or seriously threaten the battle fleet during the war and there is as yet no evidence that they will ever be able to do so.

Mr. BROWNING. Admiral Fullam's article was published in the New York Herald or one of the other New York papers. I read it with a great deal of interest. I think it was followed up also by Admiral Fisher.

Admiral BADGER. Yes, sir.

Mr. BROWNING. I thought it was worth considering and especially if we are to authorize a further fleet program, and these articles, I thought, all of them, were worth considering, and I was wondering if the General Board has considered them.

Admiral BADGER. All such information available to the board has been given careful consideration. I want to speak of the development of the bombing plane. We hear a great deal of that and its accuracy. You will remember that the *Goeben*, the former German cruiser, was run ashore at the mouth of the Dardanelles, and was attacked by bombing planes, allied bombing planes. My recollection is that about 300 bombs were launched at that ship. She was powerless at that time to prevent or combat air attack. What happened we know. None of the bombs did her any special damage. She was floated and returned to Constantinople under her own power.

Mr. BROWNING. You have evidently taken under consideration the fact of any change that was necessary in the battleship in that way.

Admiral BADGER. Yes, sir.

Mr. PADGETT. In connection with the bombing and associated with it, it was advocated several years ago a flying torpedo or torpedo

from an airplane launched into the water with a gyroscope headed in a certain direction. Has there been any consideration of that?

Admiral BADGER. There have been experiments and reports have been sometimes favorable, but there are practical difficulties in the way of it or in its action which seemed to limit its usefulness; that is, its possible usefulness. In its recommendations as to aviation equipment for the Navy the General Board has taken the subject of torpedo planes into account and the characteristics of the bombing planes recommended provide for the use by these planes of either bombs or torpedoes.

Mr. PADGETT. Now the torpedo that is contemplated that a ship sends with very great rapidity, and when it is near the water drops it?

Admiral BADGER. To successfully launch torpedoes from a rapidly moving airplane requires great skill. It has been done under what might be called peace conditions; that is, the plane was not under fire while carrying on its operations. Whether under war conditions it can be effectively done has yet to be demonstrated. The difficulties to be overcome are very great.

The CHAIRMAN. With what do they load the bombs?

Mr. PADGETT. T. N. T.

The CHAIRMAN. Do you know of any ship, Admiral Strauss, that had 25 to 30 bombs dropped on it?

Admiral STRAUSS. I do not. T. N. T. is not particularly stronger than our explosive D or guncotton.

The CHAIRMAN. Is it a fact the agency does its harm on the side, and explodes with equal force on every side?

Admiral STRAUSS. All explosives do.

The CHAIRMAN. The force of the explosion would be the same. That is what we always understood in bombing.

Mr. VENABLE. That is true, but the resistance on one side is not as great as on the other.

The CHAIRMAN. I understand. The gases are the same on one side as on the other.

Admiral STRAUSS. The gases take the path of least resistance.

Mr. McPHERSON. Does the General Board know the details as to what ships were struck and what kind of forces were used against them that destroyed them in this war?

Admiral BADGER. I have a list here but I do not know that I can give you any very important data. I have only a list of ships that were destroyed.

Mr. McPHERSON. You did not have details as to where they were struck?

Admiral BADGER. I think I can find those details for you. I have not them with me. I can give you a fairly full report on that subject.

Mr. McPHERSON. In the last few years the development of guns has far outrun the development of the ships, has it not?

Admiral BADGER. You mean guns against armor?

Mr. McPHERSON. Yes.

Admiral BADGER. Yes; we can say that the gun is still ahead of the armor.

Mr. McPHERSON. I mean that the improvement of the guns in striking power, power to destroy ships, has been improved and perfected much more rapidly than the resisting power of the ships when they are struck.

al BADGER. The resisting power of the armor of the ships?  
cPHERSON. Yes.

al BADGER.\* That is a rather complicated subject, but it is a  
t we can not carry armor that will always keep out the  
les of guns that we can carry.

cPHERSON. In any of these ships that we are building in the  
gram, are the decks provided with heavy armor against fire?

al BADGER. Yes, sir; they all have horizontal protection.

cPHERSON. With the improvement in guns that has gone on,  
s that you would expect hits would be down on the deck  
an on the sides of the ships?

al BADGER. It depends entirely on the range at which the  
nt takes place.

cPHERSON. At 15 or 20 miles, how high does the projectile go  
ht to the target?

al BADGER. At 15 miles which would be 30,000 yards, for a  
50 caliber gun, initial velocity 2,800 foot-seconds, weight of  
1,400 pounds, the maximum ordinate is 12,970 feet, nearly  
The angle of fall is nearly  $38^{\circ}$ .

cPHERSON. Practically the only place the striking would  
ld be on the decks, would it not?

al BADGER. It might strike the side of the ship.

cPHERSON. Is it true that it might glance?

al BADGER. Under those conditions the chances are in favor  
the horizontal target, that is, the deck. Modern deck  
enerally distributed on two levels. It is so distributed with  
ation that the armor of the upper level will explode the shell  
he armor of the next lower level will prevent the splinters  
ng their way to vital parts of the ship.

of the large space to be protected, the weight of efficient  
or is very great—difficult to carry on any practicable  
nt. There is some point where we have to stop. In  
ection, as in everything else, there has to be compromise.  
s that the ships now under construction will be well pro-  
inst gunfire and underwater (torpedo) attack. We be-  
will be as powerful and as well protected as those of any

Mr. PADGETT. But there was on the other side, in the second fight when the British sunk the German ships, a very long range.

Admiral BADGER. They closed the range finally.

Admiral STRAUSS. Is that the Dogger Bank fight you refer to?

Admiral BADGER. No; the Falkland Islands. They closed there.

Admiral STRAUSS. They have taken a very good account of where the shots did strike. The necessity for the protection of the decks against plunging fire, I think, has been exaggerated. As a matter of fact, the biggest angle of fall at any range you can hope to hit will be about  $20^{\circ}$  from the horizontal. That means  $20^{\circ}$  from the normal on vertical side armor, and that is what you have to prepare for in designing ships. That allows for an angle of elevation of about  $13^{\circ}$ . It means a range of about 22,000 yards—11 sea miles. That is a pretty big range to hope to do any hitting.

Mr. PADGETT. You are having no trouble practically on the deck, from hitting on the decks: experience has been it is on the sides, is it not?

Mr. MCPHERSON. I understood the Admiral to say that, according to his idea, the dangerous shot is from the water from the big guns; it is the hits on the deck that is dangerous to the ship.

Admiral BADGER. I said, if a shot hits the deck it meets with less resistance than if it hits the side; but we have also in the designs of these ships attempted to guard against that danger, and by providing armor on two or three levels to explode on the ship and then gather the fragments before it reaches the vitals of the ship so that the ships are not unprotected against high-angle fire. Great care has been taken to provide protection, as far as possible, against deck hits.

Mr. MCPHERSON. The thing I can not get into my head is, on the armor-piercing shell if the deck or the target is 15 miles away and this indirect fire—supposing the angle is down to  $20^{\circ}$ —that the side would be a hard thing to hit, and the deck, and in piercing the armor on the deck it is necessarily lighter than the armor on the side. Why would it not get that ship?

Admiral BADGER. Of course, the horizontal armor presents a greater target at that distance; that is to say, the danger space there is greater. Let us suppose a ship 95 feet wide: If the fall is within that 95 feet you will hit the deck; if it is short, the side may be hit; if it is over—more than 95 feet—it will go over the ship altogether. But the danger angle of the horizontal (deck) target undoubtedly does increase with the range.

Mr. HICKS. Right in that line, I would like to ask Admiral Strauss if for 11 or 15 miles range, I understand, that the elevation of the guns was about  $15^{\circ}$  and the direction of the projectile about  $20^{\circ}$ .

Admiral STRAUSS. In that neighborhood.

Mr. HICKS. Supposing a range was 18 miles, you would have to elevate your gun more than  $15^{\circ}$  to accomplish that journey of the projectile, the striking by the projectile, and also increase, if it was increased, to  $30^{\circ}$  the direction of the projectile, then the deck armor would be more effective, would it not?

Admiral STRAUSS. It would if there was a likelihood of hitting anything at a distance of 18 miles.

Mr. HICKS. It might be a chance shot that would pretty nearly fall on the ship.

al STRAUSS. I do not think the commanding officer of a ship would be justified in wasting his precious ammunition at the 18 miles. He wears out the gun and loses an opportunity to hit the enemy's guns when there is a chance of a hit.

al BADGER. Eleven miles is about the farthest practicable range.

al STRAUSS. That is what we believe you can not shoot farther than you can ordinarily see.

al BADGETT. I understood you to say that the deck of a ship is divided into compartments, and when the shells strike and penetrate the armor it is exploded, and there is an air space in there, in which the fragments of the shell from the explosion takes place, and the shell will strike the second line of armor.

al STRAUSS. Admiral Badger said—I believe I can quote him exactly—that the first deck acts as an exploder, the next deck acting as a bulkhead.

al BADGER. Yes.

al BADGETT. Here is a thick deck armor and here is an air space.

al BADGER. Eight or ten feet, or even more, between.

al BADGETT. That is down below, and there may be still another compartment beneath that, before you get to the vitals of the ship. The armor penetrating that thick armor is exploded?

al BADGER. That is what is expected.

al BADGETT. And it explodes in this space here and it gathers the fragments and penetrates this deck on the side of the ship when the armor is penetrated. The thick outer armor, it is a deferred fuse, a delayed fuse, it takes a fraction of time for that shell to penetrate that armor and then it explodes, but that is overcome by an explosion of the first line of armor in this air space of 5 or 6 feet beneath the first armor deck.

al BADGER. Mr. Chairman, in view of this discussion, I would like to invite attention to the fact that we are talking about extreme ranges. Battle ships are not built for extreme firing of that kind.

al CHAIRMAN. They are built to fight.

al BADGER. It is expected to close.

al CHAIRMAN. The closer they get the more effective they are.



**Admiral BADGER.** The principal fighting was probably anywhere from 8,000 or 10,000 yards.

The **CHAIRMAN.** Gentlemen, I think we can finish with you in an hour in the morning, and, if agreeable, we will meet at 10.30 o'clock to-morrow morning.

(Thereupon, the committee adjourned to meet at 10.30 o'clock, Tuesday, March 2, 1920.)

TUESDAY, MARCH 2, 1920.

The committee met at 10.30 o'clock, Hon. Thomas S. Butler, chairman, presiding.

The **CHAIRMAN.** Admiral Badger, will you please proceed where we left off yesterday?

**Admiral BADGER.** Mr. Chairman, I hand you now the drawings of the airplane ship *Argus*, which you asked for yesterday.

On yesterday, Mr. Chairman, in discussing the building program recommended by the General Board I had reached the tenders recommended—one destroyer tender and one submarine tender.

I will read you what the General Board said in its report in regard to this type of ship. The report says:

"The General Board has been impressed with the great value of the repair ship type, especially the destroyer tender, and with the growing tendency for special fleet airplane carriers and tenders for aircraft. In equal measure, submarine tenders are essential for overseas work and also where shore bases are not available. The General Board recommends that the department include in its estimates for the building program for the fiscal year 1921 airplane carriers, destroyers, and submarine tenders"—2 airplane carriers, 1 destroyer tender, and 1 submarine tender.

Yesterday we discussed the appropriation for aircraft, for heavier-than-air and lighter-than-air, and also the program for construction. I should say that the General Board regards the development of aircraft for the Navy as one of the most important subjects for consideration now and in the future.

**Mr. KELLEY.** How much did you recommend for aircraft for this year?

**Admiral BADGER.** \$27,000,000. I would like to go back for a moment to the question of the battle cruisers. In comparing our battle cruisers projected and authorized with those of foreign navies, Japan has now 4 battle cruisers and 2 building; she has projected, and the latest published information that we have in that regard states that by 1927 it is expected that Japan will have, 12 battle cruisers. Great Britain has 9 built and 1 building, the *Hood*, and the reports of Admiral of the Fleet Jellicoe's mission says he has been advocating a large increase of colonial battle cruisers. I have here a clipping from a newspaper purporting to be a telegram from Sydney, New South Wales, which says:

"Sydney, New South Wales, Thursday, September 11.—Admiral Sir John Jellicoe, whose mission here is the reorganization of the Australian navy, has completed his report. This provides for the establishment of an Australian naval unit composed of 8 modern cruisers, 12 light cruisers, 24 destroyers, and 12 submarines and supply ships.

program would be completed in 1923 at a cost of \$5,000,000. It is considered doubtful that the Government will accept the proposals."

He noted that as showing the trend of the increase in naval expenditures abroad.

That is all I have to submit to the committee, Mr. Chairman, he said, glad if the committee will ask the other members of the Board who are present if they have anything to add to what he said.

MR. CHAIRMAN. Are the navies of any nation, outside of England, increasing their ships in anyway, that is, for instance, Italy?

BADGER. We have no information with regard to France or Italy. That is to say, I have seen no such information.

MR. CHAIRMAN. The principal increases seem to be small increases, and the United States is not making a large increase and Japan is not.

BADGER. England does not need to make a large increase because she has the greatest navy in the world at present.

MR. CHAIRMAN. Going down every day, however.

BADGER. All navies will do down unless they are kept up,

MR. CHAIRMAN. Your board has recommended the construction of additional ships to the program now on the boards?

BADGER. That is correct, sir.

MR. CHAIRMAN. I would like to know if the Secretary of the Navy has taken any action on the recommendations of the board, which, if so, what that action was made to the Secretary of the Navy, and if so, what that

BADGER. The board is not informed of any action that may have been taken by the Secretary of the Navy in the premises.

MR. CHAIRMAN. So you do not know whether he is favorable to your recommendations or opposed to it?

BADGER. We do not, except that he was consulted, has given his recommendation, and has published it in his annual report.

MR. CHAIRMAN. Heretofore the Secretary has come to Congress with recommendations of his own which might or might not have been

Admiral BADGER. Yes, sir.

Mr. KELLEY. Admiral, is the verdict of the General Board as to the construction of these dreadnoughts a unanimous verdict?

Admiral BADGER. So far as the executive committee goes: yes.

Mr. KELLEY. There is nothing that has grown out of the war which would indicate that the battleship is of less importance than formerly?

Admiral BADGER. No, sir; but to the contrary.

Mr. PETERS. Does the fact that the Secretary has assigned a large part of the fleet to the Pacific Ocean make any difference in the board plan as to the additions to the Navy.

Admiral BADGER. I should say not. The board regards the Naval Establishment as one fleet. We take it in the aggregate. If you should join the two parts of the fleet, that in the Pacific and that in the Atlantic, it becomes one fleet and represents the naval power of the United States.

Mr. PETERS. You consider the Panama Canal, of course, as of vital importance in your view of the Navy as a fighting unit?

Admiral BADGER. Absolutely vital.

Mr. KELLEY. In your judgment, is the air weapon a weapon which can attack ships to any considerable extent, or is it just a weapon with which to fight other air weapons?

Admiral BADGER. We talked that over pretty extensively yesterday in the hearing.

Mr. KELLEY. If it is already in the hearing, never mind.

Mr. BRITTEN. I realize that the General Board lays down a program or a policy or a recommendation to the Secretary of the Navy annually on ships and general naval defense. Has it taken into consideration the advisability of establishing a great naval base on the Pacific?

Admiral BADGER. Such questions are referred from time to time to the General Board; yes, sir.

Mr. BRITTEN. Do you recall what the General Board recommended on the Pacific? There does not appear to be anything in your report along that line.

Admiral BADGER. Subject to correction, I will say that the General Board has stood for the development of a naval base at Puget Sound and one in San Francisco Bay, with minor bases for small craft at San Pedro and San Diego. There has been talk of a small submarine establishment near the mouth of the Columbia River.

Mr. ROWNING. At Astoria?

Admiral BADGER. Yes, sir; at Astoria. I think the general feeling is—and should like to be corrected if I am wrong in that—that we do need greater facilities on the Pacific, and that one of the greatest needs is a proper base in San Francisco Bay.

Mr. BRITTEN. Have you recommended anything directly or indirectly in that connection to the Secretary of the Navy?

Admiral BADGER. Not lately. The last action by the board was in January, 1916.

Mr. BRITTEN. The reason I ask that question is that the bill now before the committee carries an appropriation of \$10,000,000 as a starter on a naval base at San Francisco, no specific location being named, the matter being left open to the experts in the Navy, and

I am wondering just what part, if any, the General Board has taken in the matter.

**Admiral BADGER.** The General Board, speaking on general principles, has said that we do need greater facilities in the Pacific, and that the best place is in or about San Francisco Bay. The matter is very well and thoroughly discussed in the report of the Helm board.

**Mr. BRITTEN.** And in the report of the McKean board, which followed the Helm board.

**Admiral BADGER.** That was later; yes.

**Mr. BROWNING.** There is a recommendation in the bill for two submarine stations, one at Astoria and one at Port Angeles, for an appropriation of \$1,000,000 for each place.

**Mr. KELLEY.** What is the advantage of a base at San Francisco Bay over the present establishment at Mare Island?

**Admiral BADGER.** There has been much said about that.

**Mr. KELLEY.** Assuming that the dredging conditions can be so adjusted as to get ships of all sizes up there.

**Admiral BADGER.** It is in narrow waters. The Mare Island Navy Yard was initiated and largely developed when the ships of the Navy were much smaller than at present. To expand the yard to meet present and prospective conditions, to dredge and maintain the necessary channel, to provide proper berthing space, docking facilities, etc., present so many difficulties that it seems better to meet the situation—we are looking far into the future—by the construction of a proper base somewhere on the waters of San Francisco Bay.

**Mr. KELLEY.** You speak of your own knowledge?

**Admiral BADGER.** Yes; I have served on that station for a number of years.

**Mr. KELLEY.** There seems to be quite a general opinion that there will be trouble in getting a channel of sufficient depth.

**Admiral BADGER.** There has been much trouble for many years, and I am of the impression that it would be better to start a station for the big ships in San Francisco Bay itself, as being more accessible and promising greater efficiency.

**Mr. KELLEY.** Just in what way would Mare Island be less efficient than League Island, let us say?

**Admiral BADGER.** League Island has a great labor and supply market right at its doors and Mare Island has not. The town of Vallejo is a small town.

**Mr. KELLEY.** There are about 50,000 people there.

**Admiral BADGER.** The town depends largely upon the Navy for its growth and prosperity.

**Mr. KELLEY.** Is that not an advantage, in some ways, not to have all your general labor troubles that you have in San Francisco?

**Admiral BADGER.** Not in an emergency when you have to go into the market in order to get quick returns.

**Mr. BRITTEN.** Is the League Island yard a naval base?

**Admiral BADGER.** I can say it has all of the necessary characteristics of a naval base.

**Mr. BRITTEN.** If that is quite correct, why establish a big base at Hampton Roads?

**Admiral BADGER.** That is not a big base. What they call the operating base at Hampton Roads is really an extension of the navy-

yard facilities. The approach to the Norfolk Navy Yard, as you know, is difficult and very narrow; and the Elizabeth River is a difficult river in which to handle big ships. The naval operating base at Hampton Roads was established for the purpose of making it easier to supply the fleet than from the navy yard.

Mr. BRITTEN. So you say, in substance, that the League Island yard is really a naval base?

Admiral BADGER. Yes, sir.

Mr. BRITTEN. I have never looked upon it in that way before.

Admiral BADGER. I can put in the hearing what the General Board's definition of a naval base is.

(2) (a) A naval base is, generically, a center from which men-of-war can operate be maintained, and may be of a permanent or temporary character, depending upon whether its constructed naval accommodations are of a fixed or transient nature.

(b) Naval bases are divided geographically into two classes, home bases and outlying bases, and these are themselves divided by their facilities into main bases, subsidiary bases, and bases for particular types of naval craft (destroyer bases, submarine bases, aviation bases, etc.).

(c) A main home base is one within the continental territory of the country, from which the fleet can operate at all times and which is designed to maintain the fleet in all respects both in peace and war.

(d) A main outlying base is one without the continental limits of the country, having as many of the attributes of a main home base as practicable and designed to be a strong point of support for the fleet, and from which it can be maintained for limited periods in war.

(e) A subsidiary base (home or outlying) is one that contains some of the fixed elements of a main base and which, while not capable of supporting and maintaining the whole fleet, may so care for portions of it.

(f) A destroyer, submarine, aviation, or other base for particular types of naval craft is one from which the type in question can operate and be maintained. It may or may not form part of a main or subsidiary base.

(g) An outlying base of a temporary character used in war for the fleet or portions of it is termed an advanced base.

(h) A naval station is the location of a particular form of naval activity, and may or may not form part of a naval base.

(i) A naval depot is the location where naval personnel or material is stored and delivered, and may or may not form part of a naval base.

Mr. KELLEY. You have spent enough money at League Island to make a naval base.

Admiral BADGER. We have spent a good deal of money there; it is a fine navy yard and is finely located.

Mr. KELLEY. Is not Mare Island as accessible as either League Island or Norfolk?

Admiral BADGER. I should say not.

Mr. KELLEY. Because of what?

Admiral BADGER. On account of the river, the strong currents, the silting, and the difficulty of keeping the way open to Mare Island.

Mr. BRITTEN. Would you call the Boston Navy Yard a naval base?

Admiral BADGER. A secondary base only in that case, because the naval activities at the navy yard have been, until the late war, small as compared with New York or Norfolk. But it is a base in that it is behind fortifications, is at the terminus of many railroads, and supplies in large quantities can be easily obtained. It now has fine dry dock facilities, the large and new Boston dry dock supplying what was a great want in the past. Then it is far enough away from the sea to be reasonably safe from bombardment, and it is in a labor center.

Mr. BRITTEN. The definition of the words "naval base" then is quite elastic?

Admiral BADGER. It covers a great deal. There is a vast difference between a naval station and a naval base.

Mr. KELLEY. Just what is the difference?

Admiral BADGER. Greater facilities for the base. You may have a naval station at Guantanamo, and you will have a naval base at New York which covers everything, the labor supply, transportation, and facilities for major repairs.

Mr. KELLEY. In the establishment of a big base at San Francisco Bay, would you suggest that Mare Island be abandoned?

Admiral BADGER. No, sir; I would not suggest that. Mare Island is good for the smaller types of ships. We have already an establishment there. We have good docks there. The Navy will grow, and I should be very much opposed to any project looking to the abandonment of Mare Island.

Mr. BRITTEN. It is absolutely certain, however, in your mind and in the minds of the General Board, so far as you have been able to ascertain, that a great naval base in the Pacific is absolutely necessary if we are going to keep a fleet out there?

Admiral BADGER. I should like to poll the members of the General Board who are here on that. [After conference with members of the General Board.] It is unanimously the opinion of the board, sir.

Mr. KELLEY. This channel can be kept open if we spend \$100,000 a year to maintain a depth of 40 feet, so what is the use of building another station in San Francisco Bay? I have been advised by the engineers that there is no trouble about keeping this channel open at a depth of 40 feet at an expense of about \$100,000 a year.

Admiral BADGER. I believe in having the base more accessible under all conditions than it would be at Mare Island.

Mr. KELLEY. It is only 28 miles from San Francisco up there.

Admiral BADGER. And having it closer to the labor supply and closer to the transportation facilities.

Mr. KELLEY. Did you have any trouble at Mare Island to get labor during the war?

Admiral BADGER. I do not know about that.

Mr. BRITTEN. I suggest that Admiral Mayo, who is now present, tell us what he knows about the situation on the Pacific coast.

Mr. KELLEY. I would like to know whether Admiral Badger has recommended the establishment of a station at Port Angeles.

Admiral BADGER. It has not come to us in that form.

Mr. KELLEY. It is 85 miles from San Francisco, and if we developed a station at San Francisco, would you advise developing another at Port Angeles?

Admiral BADGER. I have not given the matter sufficient consideration to make a statement about that.

Mr. KELLEY. As an offhand proposition, what would you say to the idea of having two stations 85 miles apart?

Admiral BADGER. Portsmouth, N. H., and Boston are pretty close together.

Mr. KELLEY. That has been a bone of contention, whether we should have so many of them and have them so close together.

Admiral BADGER. I think Port Angeles might well wait.

Mr. KELLEY. But small places grow into large places.

The CHAIRMAN. Admiral Mayo, we will be very glad to have an expression of your views upon the present needs of the service and the situation on the Pacific coast.

Admiral MAYO. Mr. Chairman, I do not know just what you expect me to discuss. I really have nothing particular to add to what Admiral Badger has stated to the committee. His long association with the General Board, his long experience in the Navy, and his being accustomed to appear before this committee has, I think, enabled him to speak not only with the authority which you would expect to get from one possessing his qualifications, but also as demonstrating pretty completely the consensus of opinion of the General Board, and therefore I hardly feel that I have much to add to that except to say that in common with the other members of the General Board, I thoroughly indorse everything he has said.

Mr. BRITTEN. Tell us something about the San Francisco Bay project, Admiral; its necessity and what you know about the availability and capability of Mare Island as the principal naval base on the Pacific coast.

Admiral MAYO. I have been a great defender of Mare Island and very fond of the place, and I think I thoroughly appreciate all its advantages. Whether or not a new naval station should be built in San Francisco Bay, no idea of abandoning Mare Island should be entertained. I believe that Mare Island, not only because of the tremendous amount of money that has been invested there, but because of the valuable facilities it has, is an asset that we should hold on to.

One item alone I think should be the determining factor in the decision, and that is in its climatic advantages. That is a subject on which I became very much interested and discussed rather strenuously with the Secretary of the Navy some years ago when Mare Island was first declared to be a second-class navy yard, when there was an idea of giving up the appropriation already made for continuing the dredging so that the larger ships could get up there. I think it was perfectly well shown that the climatic advantages were such that it was superior for building operations to any Pacific point, even to one 30 miles away in San Francisco Bay. At Mare Island a man can do

60 minutes' work in every hour of every day in the year he is called on to work, with the possible exception of a couple of days in the summer when it does get a little warm to work on the hot deck of a ship. But that is very exceptional.

The great point is that you get 60 minutes work in every hour of every day. A man does not have to stop to get cool in the summer time nor does he have to stop to slap his arms to get the blood into his finger ends in the wintertime. He can always work, and it is for that reason that that yard is able to do good work, and it is superior in that respect even to the conditions in San Francisco Bay. It should always be kept as a building point.

Now, as to the dredging proposition, that has had a pretty thorough trial. The slickens, by which I mean the débris coming down from the rivers, the Sacramento and the San Joaquin, is almost a thing of the past. But the great trouble in Mare Island Strait is from the work of the years past. All of San Pablo Bay has been filled up with this tremendous amount of débris coming down through the rivers as a result of the mining operations of the years past, and the stuff that now comes into Mare Island Strait comes with the flood tide; it is the old stuff that has been brought down in years past which is carried up and deposited in there with the flood tide at points in Mare Island Strait, and there is not sufficient current there to again pick that stuff up and take it out. That necessitates constant dredging, which has been and is the experience there.

As to its availability as a main base and its comparison with San Francisco Bay, in spite of all my affection and bias, perhaps, in favor of Mare Island, I do think it is not suited for a large main operating base for the fleet which we will undoubtedly have to have in the Pacific Ocean in years to come, nor do I think that the certainty of maintaining an adequate channel to Mare Island is such that you could depend on that.

In the first place, in spite of having the number of acres Mr. Kelley referred to on the island available, they are not available without tremendous expense for utilization in connection with a very large base. There would have to be filling in there in much the same way as there would have to be in the case of any probable station selected

dreadnoughts, and the big aviation ships. They are all coming in the future, because we will have to have them.

The CHAIRMAN. Admiral Mayo, we will be delighted if you will state what your views are upon the consolidation of these two yards. I doubt very much whether Congress will favor putting in two yards there, one within 30 miles of the other.

Admiral MAYO. Perhaps I had better say, Mr. Chairman, that I have not gone into this question of the naval stations at all. I only know incidentally of the conclusions of the Helm board, nor have I studied what they have to say on the subject, so I am speaking offhand. These are ideas I have had for some time.

I do not believe it is necessary to contemplate a tremendous station at the start, except that you should not make the mistake of selecting a station there that is going to be too small. That has been the usual practice in establishing naval stations, shown very strongly in the case of Puget Sound.

The CHAIRMAN. You have a good deal of experience and lots of observation. Admiral MAYO. There should be ample space provided when you get a naval station anywhere, but in San Francisco Bay it seems to me you might be able to start rather modestly.

The CHAIRMAN. It is not as hard to start as it would be to stop.

Admiral MAYO. Of course that is in the hands of Congress.

The CHAIRMAN. That is true. I have seen yards start with a small appropriation and then they go on and on.

Admiral MAYO. Probably in the most natural way in the world.

The CHAIRMAN. That is true.

Mr. BRITTEN. I think from what you have said, Admiral, it will require a tremendous appropriation even to make Mare Island a second-class base.

Admiral MAYO. As I told you, I have not looked into this subject closely. I am a very new member of the General Board, and I have not gone into the back files on that subject. Then, too, the General Board, I am sure, has not followed it closely in the past, because it was turned over to a special board looking into the subject of naval stations only. But I do think, from what I have learned incidentally, that the difference in expense would not be so material as Mr. Kelley thinks.

Mr. KELLEY. I understand \$60,000,000 is proposed for the project at San Francisco Bay. You would not expect to spend \$60,000,000 more at Mare Island, of course?

Admiral MAYO. I have not looked into that; I do not know what the figures are at all. I have no idea. That \$60,000,000 does sound like a tremendous sum, even in these days, when you realize that the total amount spent on Mare Island up to about half a dozen years ago—how much has been spent since I do not know—when I was here, the total amount was about \$17,000,000, as I recall it. Probably a good deal has been spent since then.

Mr. PADGETT. I think about \$29,000,000 has been spent up to the present time.

Mr. KETTNER. Twenty-nine million dollars has been spent at Mare Island.

Admiral MAYO. That has been spent during a long period of years, and I do not know that you should call that the investment at Mare Island. The investment would be what the plant is worth now.

The facilities there are excellent. The yard has been very much improved in late years.

The CHAIRMAN. It has some natural defenses, too?

Admiral MAYO. Yes, sir; but they are not so exceptional as compared with San Francisco. San Francisco is very well defended, both artificially and naturally.

Mr. PADGETT. The Helm Board reported that both sides of the bay were subject to shell fire from the open sea. They said on one side there was water and no land and on the other side there was land and no water, and that both sides were subject to shell fire from the open sea.

Admiral MAYO. That may be the case.

Mr. KELLEY. The foundations on one of the sites proposed at San Francisco would not hold up any of the islands; it would sink.

Admiral MAYO. I think I may say, Mr. Chairman, the General Board has made no recommendation in regard to this because it did not consider it to be within its province, and therefore I do not think that either the chairman of the executive committee or any other member of the General Board prepared himself for any interrogatories on the subject of naval stations.

The CHAIRMAN. Admiral, during the last war you handled a big fleet in the Atlantic. Have you anything to say to us while you are here this morning in regard to any observations you made as to any improvements that might be made upon these ships?

Admiral MAYO. I think all our lessons have been very well considered in the General Board either by means of information coming to the board direct in various forms or in the hearings which the board conducts before making recommendations on the subject of any particular type, and therefore the conclusions arrived at have been pretty well brought out by the chairman of the executive committee, Admiral Badger, and I have nothing to add to what he has said.

Mr. PADGETT. Admiral Strauss can tell us about one of the most interesting things that happened in the whole naval work during the war.

The CHAIRMAN. Admiral Strauss built the barrage across the North Sea, and, in the judgment of civilians who know about it, and I think also in the judgment of naval men who know about it, that was one of the great features that brought the war to a successful conclusion.

I would like to ask Admiral Strauss if he ever learned directly of the obstruction that that barrage afforded in the North Sea to the effort of the German submarines to go north, and if he has any information from the German side as to the number of submarines the German Government lost there because of that barrage?

Admiral STRAUSS. We never have had any information from the German Government, Mr. Chairman, as to their losses on the barrage. It is possible they did not know themselves. A periodical report was issued by the British Government in which they included information received from Germany from time to time, and their verdict, that is, the Germans' verdict, was that "U so-and-so did not return," and as a rule that is all they know about it.

I received information in January, 1919, from the British Admiralty that they knew of eight submarines that had been sunk on the barrage.

The CHAIRMAN. From explosions?

Admiral STRAUSS. Running into the mines.

The CHAIRMAN. Admiral, can you tell us about the removal of the mines?

Admiral STRAUSS. When we removed the mines, in sweeping along the bottom, we encountered three submarines. Of course, our sweeps did not always go to the bottom. We did not have to sweep the bottom, but in places where it was shoal we could not keep the sweeps off the bottom and do the work properly, and on two or three occasions the sweeps were broken and great oil patches came to the surface, and we judged that this was caused by sunken submarines.

The CHAIRMAN. Do you know what the distances were between these points, and whether it might all have been occasioned by one explosion?

Admiral STRAUSS. The distance was considerable. They were far apart. I have the geographical locations and can put it in my hearing.

In laying the mines, we encountered on one of the trips the dead body of a German seaman in the field. We took that as evidence that quite recently before that a submarine had been sunk there.

I do not think it exaggerates the value of the barrage to say that 10 submarines came to grief on it during the brief period of its complete existence.

The CHAIRMAN. None got through, so far as you know?

Admiral STRAUSS. I do not doubt that some got through.

Mr. HICKS. How would they get through?

Admiral STRAUSS. The barrage was never a perfect barrier. It would have taken several hundred thousand mines to have made it impassable. It was only hoped that the waste of submarines in attempting to pass would be so great that finally they would have to abandon that means of getting out to the broad Atlantic.

Mr. HICKS. Did it go clear across to the Norwegian coast, including the 3-mile zone off the coast of Norway?

Admiral STRAUSS. It went to within three miles of the Norwegian island of Utsire, and upon the representation of the Allies Norway finally mined from this island out to the 3-mile limit. It was compelled to do that, or morally bound to do that, because it was learned that the German submarines were making use of Norwegian territorial waters to pass seaward.

Mr. HICKS. Did she do that at her own expense?

Admiral STRAUSS. She did that at her own expense.

Mr. HICKS. Did she use the same sort of mines that were used in the main barrage?

Admiral STRAUSS. We have never learned exactly what kind of mines she used. She of course had mines of her own, and then a great many British mines and some American mines were cast up on the Norwegian shore, and it is supposed she repaired some of those mines and used them.

Mr. HICKS. Do you think that that 3-mile section that Norway built up was sufficient in keeping German submarines from passing through that zone?

Admiral STRAUSS. Yes, sir.

Mr. HICKS. What percentage of those mines that were laid in the barrage do you think have been removed; is it 100 per cent?

Admiral STRAUSS. Yes, 100 per cent.

Mr. HICKS. You have pretty good evidence of having taken every mine out of the barrage?

Admiral STRAUSS. Yes, sir.

Mr. HICKS. How could you arrive at that conclusion?

Admiral STRAUSS. We worked most carefully, and after the work might have been pronounced finished I sent out for a test sweep of 864 square miles without encountering a single mine.

Mr. HICKS. Were these mines all fired automatically when you swept them, or how did you destroy them?

Admiral STRAUSS. Part of the mines were exploded in sweeping, but many of the mine moorings were cut and the mine would rise to the surface, and we had following vessels to sink them with rifles; that is, those that did not explode. For that purpose we used 23 submarine chasers.

Mr. HICKS. You kept count, I suppose, of the number of mines exploded to see if the number agreed, even roughly, with the number that had been planted?

Admiral STRAUSS. No; they never agreed with the number that had been planted. There was a certain amount of waste going on in the field all the time through spontaneous explosions, leaky mines, and the number of mines actually swept up never does agree with the number planted, either in that field or any other field.

Mr. HICKS. Were you engaged in sweeping anywhere except in the North Sea barrage?

Admiral STRAUSS. Only in the North Sea barrage.

Mr. HICKS. The other sweeping was done by somebody else?

Admiral STRAUSS. Yes. By an international agreement everybody swept up the mines they had planted, and that made the duty of sweeping heaviest on Great Britain and the United States.

Mr. HICKS. Has England completed her sweeping up of mines?

Admiral STRAUSS. I am not sure about that. She completed the North Sea barrage about the same time we did, on October 1, 1919.

Mr. HICKS. Did the work in conjunction with you in the North Sea barrage work?

Admiral STRAUSS. Yes; they would take one of their groups and work on that, and we would be working on our groups. There was a large number of mines in and about the Norwegian coast away to the southward of where we were working, and even on the Dutch coast, of which they did not have an accurate account. They seemed to have caused a good many accidental sinkings, but I have not heard of any ship being sunk in the North Sea barrage proper.

Mr. DARROW. The British share in that was very small, was it not; only about 15 per cent?

Admiral STRAUSS. In the North Sea barrage?

Mr. DARROW. Yes; in the North Sea barrage.

Admiral STRAUSS. The British planted nearly 20 per cent of the barrage and we planted about 80 per cent. We planted 57,600 mines and England planted 13,600 mines in that area.

Mr. PADGETT. Describe to the committee how you sweep up the mines and how you destroy the mines.

Admiral STRAUSS. The sweeping is done by pairs of vessels. They steam along on a parallel course at a distance of—we chose 650 yards for various reasons—at a distance of 650 yards apart. They trail astern deep in the water a loop of steel rope, 13–16 of an inch in diameter. That rope is about 1,400 yards long and trails astern in a bight. In order to maintain the rope at the proper depth, at about 300 yards astern of each ship there is a water kite; that is, a structure of nearly plain surface of about 32 square feet in area.

Mr. PADGETT. A kind of a float?

Admiral STRAUSS. No; it is made to sink. It holds down the rope in the water precisely as an air kite holds up the string in the air. As the ships move along this plane is inclined a little downward and dips down and pulls down the rope to the proper depth.

Mr. BRITTEN. What do you mean by the proper depth? How does the plane retain the rope at the proper depth? I should imagine that would be governed almost entirely by the speed of the vessel.

Admiral STRAUSS. The speed is one factor in the equation. The area of the kite, and the angle at which it is arranged both determine the depth, and all these factors were determined by experiment, and the experiments were checked from time to time by depth recorders, so we knew the depth which the kite was maintaining. As a rule the longest kite wire—that is, the greatest distance down the rope the kite was fastened—was 110 fathoms, and that kept the sweep at the greatest depth at which the mines had been planted.

Mr. HICKS. That was the greatest depth they were below the surface? I would not imagine it was necessary to have them so deep.

Admiral STRAUSS. They were not 110 fathoms below the surface, but we had to have that much kite wire out to maintain it at the proper depth to get the lowest mines. The lowest mines were 240 feet below the surface.

Mr. PADGETT. But they were anchored, and the anchor was deeper than that, and they were fastened with a chain or a rope that let them float at about 240 feet?

Admiral STRAUSS. Yes, sir.

Mr. PADGETT. I believe the nearest to the top was about 30 feet, if I remember the figures correctly?

Admiral STRAUSS. The nearest to the top was 45 feet.

Mr. BRITTEN. How did the loop chain finally cut the mines off, and if that did not cut the mines off, how did the bight catch them and destroy them, if they were destroyed at all in that way?

Admiral STRAUSS. In two ways. Either by abrading the sweep wire against the mooring wire cut it in two, or the bight of the sweep wire finally struck the mine and exploded it.

The CHAIRMAN. The success of this barrage, I think, has been admitted. I am not so much interested in that because I believe we all accept it as a great success. But I understand this was purely an American enterprise, that America undertook to put this barrage across the North Sea, 3,500 miles from home; that we built this barrage; that it was assembled largely upon British soil and carried to this point and put in by Americans and paid for by the American Government, and that you also had a plan for, and you were foremost in establishing, a barrage in the Channel that would have made it practically impossible for the submarines to get through?

Admiral STRAUSS. The Channel barrage was established by the British.

The CHAIRMAN. That is true, but it was not successful; the submarines went through it.

Admiral STRAUSS. That was getting to be a very successful means of destroying submarines, and in time I do not doubt but that the two barriers, the one in the Channel and the great barrier between Norway and Scotland would have defeated the submarine, that is, would have kept it from reaching the broad Atlantic.

The CHAIRMAN. But did not the Americans have a plan of their own which they proposed to submit for the Channel which would have furnished an additional obstruction?

Admiral STRAUSS. We did no work in the Channel.

The CHAIRMAN. I had always understood that we did. These submarines were going in and out through the Channel, and we had some plan by which we proposed to put an obstruction into operation to make it more dangerous.

Admiral STRAUSS. Are you not thinking, Mr. Chairman, of the barrage we were going to build across the Adriatic at the Strait of Otranto. We had already sent an expedition to Bizerta and were preparing a base which was very well along and were arranging to send the first cargo of mines from the Scotch bases to bar the exit from the Austrian bases in the Adriatic when the armistice was signed, and we gave it up. Then we were to build another barrage in the Aegean Sea. That was to run from the mainland of Greece through the Grecian archipelago close to the Turkish shore.

Mr. PADGETT. When your chain cut the mooring of the mine and the mine was loosed, how was it exploded after that?

Admiral STRAUSS. It would float up to the surface and in a few minutes a subchaser would come along and with rifle fire put a few holes in it, and then it would sink.

Mr. PADGETT. Did the rifle fire explode it or simply put a hole in it that it let water into it? Would not the salt water get into it and explode it?

Admiral STRAUSS. It did, very often. The rifle fire would put holes in the mine case and the mine would sink; but very often, as you say, the salt water would rise to a certain point in that mine and would explode it, so that the subchasers had to keep at a safe distance from the mine while it was sinking.

Mr. KELLEY. You were able to handle the submarines in this way because of the geographical situation there and the great preponderance of surface power on the part of the Allies?

Admiral STRAUSS. Yes, sir.

Mr. KELLEY. Suppose the situation was such that the surface power was more nearly evenly divided and you did not have the advantage of cutting off the submarines by a barrage of this kind, how would you guard your battleships and other large craft in open warfare against the submarine?

Admiral STRAUSS. We could not have built a barrage in the first place if we had not had surface control. It would have been impossible had each planting expedition not been accompanied by a screen of destroyers. We were accompanied by a screen of destroyers and had in the offing a battle squadron to defend us against attacks from the enemy. So it was essential that this step in overcoming the

submarine—it was essential that we should control the surface of the sea.

Mr. KELLEY. Suppose there were two powers engaged in hostilities, where the sea power was measurably equal and they were so situated geographically that you could not do that. How would you guard your commerce and your battleships against this deadly weapon underneath the water?

Admiral STRAUSS. You mean if we could not have built the barage what would we have done?

Mr. KELLEY. Yes; if you could not have built the barage, what would you have done?

Admiral STRAUSS. We would have had to continue what we were doing, that is to have had a tremendous patrol to destroy the submarines.

Mr. KELLEY. That was because you had control of the surface?

Admiral STRAUSS. Yes, sir.

Mr. KELLEY. The point I am getting at is whether or not if two nations are practically equal in power the submarines really will not control the situation rather than the surface ships?

Admiral STRAUSS. I do not think so. Almost the whole power of the submarine was in destroying practically defenseless vessels engaged in carrying troops, munitions, and food. With the control of the sea one destroyer could have destroyed, or one surface vessel could have destroyed more traffic than 50 submarines.

Mr. KELLEY. Suppose, for the sake of illustration, that this contest had been between the United States and Germany alone, and we had practically the equivalent of the German strength, which we did not have. But suppose we did have, then how would we guard our ships from the submarines, or how would they guard theirs? Would not the submarines drive the others off?

Admiral STRAUSS. No; we would have had a naval battle if we had been on anything like equal terms, to determine who would control the sea.

Mr. KELLEY. That is, the surface of the sea would then be brought under control?

Admiral STRAUSS. Yes.

Mr. KELLEY. And take chances to that extent of being hit by submarines?

Admiral STRAUSS. Yes.

Mr. KELLEY. You were the head of the Bureau of Ordnance in the Navy Department for a good many years?

Admiral STRAUSS. Yes.

Mr. KELLEY. I am wondering if anything was discovered during the war that would alter any opinions you had about the relative value of the different sorts of shells, the armor-piercing and the high-explosive shells.

Admiral STRAUSS. I never had any doubt about the necessity of having armor-piercing shells that would pierce armor and explode in the interior of a ship.

Mr. KELLEY. I know that was your opinion when you were the head of the Bureau of Ordnance.

Admiral STRAUSS. Yes.

Mr. KELLEY. And you still hold to that opinion?

Admiral STRAUSS. Much more strongly than ever.

**Mr. Hicks.** I would like to ask you this question, Admiral: How many of our men lost their lives both in the planting of the barrage and also in the sweeping up of the mines?

**Admiral STRAUSS.** None were lost in the planting of the barrage. Eleven men lost their lives in the sweeping up of the barrage.

**Mr. Hicks.** Is that about the same percentage as the British losses?

**Admiral STRAUSS.** No; we were very much luckier than the British. In the month of June, 1919, they lost two sweepers with about 40 men on each sweeper. I do not know how many men they lost altogether.

**Mr. Hicks.** Admiral, we had the pleasure of seeing you on the other side when we were there in 1918, and I want to congratulate you on the work you did in that mine barrage. I think it is one of the biggest pieces of construction work done by the Navy and one of the most efficient factors in the final victory, and I want to congratulate you personally on your work in connection with it.

**Admiral STRAUSS.** I thank you, sir.

**Mr. McPHERSON.** Do the British use the same method in sweeping the mines that we do?

**Admiral STRAUSS.** Very much the same. The British were pioneers in sweeping. We made some alterations in their method that we found very advantageous. They had a separate rope to hold the kite. We attached the kite firmly to the sweep wire rope.

**Mr. McPHERSON.** I want to ask you whether you have any reason to account for the high losses that they had? Did we lose any sweepers?

**Admiral STRAUSS.** We lost one.

**Mr. VENABLE.** Admiral, you were asked by Gov. Kelley about the defense against submarines in ordinary fleet formations, without any barrage. Assuming you had two surface fleets that were able to maneuver, and also submarines. Then your reliance for defense of this kind is behind the destroyers, under those conditions?

**Admiral STRAUSS.** Yes.

**Mr. VENABLE.** Were there any instances during the war where the submarine operated successfully against battle craft, where the battle craft were properly protected by destroyers?

**Admiral STRAUSS.** I do not recall any. The submarines attacked the Grand Fleet in the North Sea on several occasions, but without success. They had a screen and they were able to maneuver to avoid the torpedoes.

**Mr. VENABLE.** Did the destroyer screen operate successfully against the submarines at the time of those attacks?

**Admiral STRAUSS.** Judging by the results, I should say yes.

**Mr. VENABLE.** Did they succeed in sinking any submarines?

**Admiral STRAUSS.** I do not know of any.

**Mr. VENABLE.** But they did succeed in keeping the submarines away from the fleet?

**Admiral STRAUSS.** Yes.

**Mr. VENABLE.** So up to this time, as I understand, you would say the submarine has not been a successful weapon against battle craft?

**Admiral STRAUSS.** No; it is not. I mean to say a fleet steaming along at good speed properly screened seems to be reasonably immune from the submarine.

Mr. KELLEY. Has the range of the torpedo been steadily increasing since you were at the head of the Bureau of Ordnance?

Admiral STRAUSS. I do not know, but I rather think not. We had pretty long range in our torpedoes in 1916 when I left the Bureau of Ordnance. I do not think it has been increased since then.

Mr. KELLEY. They did lose some battleships in the early part of the war, as I recollect, from submarine attacks?

Admiral STRAUSS. They did lose three very early in the war, the *Aboukir*, the *Cressy*, and the *Hogue*. They were all lost on the same day. But they were lost very early in the war, and through the operations of a single submarine.

Mr. PADGETT. Those cruisers were all anchored at the time, or they were still?

Admiral STRAUSS. They were still in the water.

Mr. McPHERSON. When these attacks were made by submarines on the fleet, were the submarines operating singly or in a fleet?

Admiral STRAUSS. I can not tell you about that.

Mr. VENABLE. My recollection is that the report of the British Admiralty on the sinking of those three vessels was to the effect that the last two were sunk by reason of the fact that they stopped in order to go to the rescue of the first one.

Admiral STRAUSS. That is true.

Mr. VENABLE. And my recollection is that taking that as a basis they ordered that thereafter when a fight with a submarine took place that these ships must not stop but keep moving?

Admiral STRAUSS. That is correct. They were directed when a group of ships, one of which was being sunk, the others of the group were to abandon her.

Mr. KELLEY. You would recommend, of course, though, the continuation in the Navy of the submarine on quite an extensive scale?

Admiral STRAUSS. Yes, sir. I believe the submarine should be developed. It has its own function in warfare as we have seen.

Mr. KELLEY. Do you remember about how many submarines the Germans had out at a time, as a rule? A small number, wasn't it?

Admiral STRAUSS. We have the data. It wasn't many.

Mr. KELLEY. Twenty or thirty at the outside?

Admiral STRAUSS. Something like that.

Mr. KELLEY. And about how many surface craft would it take to keep track of those?

Admiral STRAUSS. I can't tell you how many surface craft were actually out at all times, but the British Government had altogether about 3,000 vessels devoted to hunting submarines. They weren't all hunting at the same time. We had several hundred in European waters doing the same work.

Mr. KELLEY. So it is really a pretty formidable and dangerous weapon unless you have an enormous preponderance of surface power to patrol?

Admiral STRAUSS. Yes, sir.

(Thereupon, the committee recessed until 2 o'clock p. m.)

[No. 28.]

**NAVAL APPROPRIATION BILL.**

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**BUREAU OF SUPPLIES AND ACCOUNTS,**

**Pay, Miscellaneous.**

**Pay of the Navy, etc.**

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Tuesday, March 2, 1920.**

**AFTER RECESS.**

statements of—

**REAR ADMIRAL SAMUEL MCGOWAN, Paymaster General of  
the Navy;**

**REAR ADMIRAL C. J. PEOPLES, Assistant to the Paymaster  
General; and**

**Mr. CLYDE REED, Special Assistant.**

The committee reassembled at 2 o'clock p. m., pursuant to taking recess, Hon. Thomas S. Butler, chairman, presiding.

The CHAIRMAN. The Paymaster General may make any general statement that he has to make, without interruption, if you please, and then when he is through we will examine him on his estimates.

Admiral MCGOWAN. Mr. Chairman, the Bureau of Supplies and Accounts is in the position where it prepares estimates for a large part of the naval appropriations and yet has no real control over the expenditures ultimately charged thereto.

Certain expenditures are necessary because of existing statutes and



disbursements to civilian employees and render accounts and returns which are required by law to be submitted to Congress.

The size of the Navy and the total amount of naval expenditures are matters to be determined by Congress after consideration of all the facts which may be laid before it by the officials having to do with the administration and the policy of the department, but it is urged that the total amount to be appropriated having been determined upon it shall be so distributed that each of the different bureaus and activities will have the funds necessary to carry on the work on relatively the same scale.

It is pertinent to note that the appropriations for freight and fuel for the fiscal year 1920 were reduced by the Secretary and by Congress to amounts very much less than it was stated would be required and the committee was informed that it would be impossible to avoid deficiencies. While, of course, final figures were not available, the present data indicate that there will be deficiencies in substantially the amounts indicated during the hearings last year and because of the necessary movement of Navy stores and supplies and the operation of the fleet, it has not been possible to arbitrarily keep within the limits of the appropriations.

The CHAIRMAN. Have you completed your statement?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. Now, then, Mr. Britten, will you please develop the matter of exchange?

Mr. BRITTEN. I do not know just how much development can be made of the item. It appears that the Treasury Department has established the value of the franc, of the mark, wherever our boys happened to be, at too high a rate, and our money is sent over there in dollars and exchanged at a loss to the Treasury. We are going to lose \$820,000 this year, and have lost over \$1,400,000 last year. Can not something be done to obviate that loss?

Mr. REED. Mr. Britten, the loss has been due to a considerable extent to the rapid drop in the value in the foreign currency, in adjusting the balances in the hands of the disbursing officers.

Mr. KELLEY. That is after the exchange has been effected?

Mr. REED. That is after the exchange has been effected. Up until March, 1919, the foreign rates were held at almost par by reason of the buying of exchange in this country by the British, French, and Italian Governments. At the end of March they withdrew that support, so that the exchange began to drop and drop rapidly. From March to April it dropped 13 cents on the pound, and then it started on down. The balances in the hands of our disbursing officers, although they were instructed to endeavor to keep only as much as they needed for current expenditures, had to be adjusted at the new valuation on the first of each month, and the bulk of the loss was incurred in that way. I have here a statement giving in detail every exchange transaction during 1919. For instance, the loss on adjustments in the fourth quarter, 1919, at London was \$347,000.

Mr. BRITTEN. Take the French or the occupied area of Germany, and just tell us how the loss occurs? As I remember it when over there last year, we paid our men on a certain established value of the franc. Now, if a franc goes down in value, as you know it has, the government should have profited by it rather than to have lost.

Mr. REED. No; the money was advanced to our disbursing officers in francs at a certain valuation, so many francs to the dollar, and

they had to account for it. Those rates were fixed monthly by the Treasury Department, and the money was advanced to the United States by the French Government at that rate at the time, and then, when the next month came, when the franc rate was lower, the difference in value had to be charged off in the disbursing officers' accounts as a loss.

Mr. BRITTEN. I see in it a question of gain and not of loss.

Mr. REED. No, if he has a million francs on hand at 5.45 francs to a dollar, and the next month the franc drops so that it takes 6 francs to equal a dollar, then he has a loss.

Admiral McGOWAN. He would have the same number of francs, but they would not be worth so much.

Mr. BRITTEN. That is true; but that is not what the Army did at Coblenz. For instance, there were so many million dollars placed to the credit of the Army disbursing officer at Coblenz, and the rate of value of the mark was established at 4 cents for the month of September. Now, of course, if he had turned all of his millions of American dollars into marks at 4 cents, and then the value of the mark went down to 3, he would have lost, but he did not do that; he merely deposited enough from time to time in the local bank so as to care for his disbursements from day to day, and at the end of the month he was ahead of the game rather than behind, because we were paying our boys in marks at their actual exchange value. To be more explicit, when we were there in September the value of the mark was 3.45 cents, a little less than 3½ cents. That rate was established for the month of September. The disbursing officer did not exchange all of his American dollars for marks, because if he had he would have lost, because in October marks went below that figure, but he just kept turning in his money at the bank as he needed it, and at the end of the month he was several hundred thousand dollars ahead because of the drop in exchange.

In the Navy it is evident that the disbursing officer does just the reverse. He takes all of the money supplied him for the month and exchanges it into pounds or other currency, and during the month, as days go by, the value of the pound drops, and as we are paying by pounds sterling, of course, we lose. Why can not some

Mr. BRITTEN. He was not selling checks, but was paying in marks.

Mr. REED. Did he not have United States currency to exchange for marks?

Mr. BRITTEN. He did, but he merely made his deposits exchanges from time to time. In other words, if he had \$15,000,000 he did not convert that entire \$15,000,000 into marks at one time.

Mr. REED. I think, Mr. Britten, that there must be some misunderstanding on your part as to the arrangement, because this was the way it was handled during hostilities. All the financial arrangements so far as I know, were handled through the Treasury, and the French Government gave us credit in francs in Paris against a credit in dollars in the United States. The French deposited there with national depositories to the credit of the Treasurer of the United States in francs at the then current rate, and the money was advanced by the Treasury to the disbursing officers of the Army and Navy on requisition from the heads of the departments. We were not permitted to sell exchange, or to make a profit in any way exchanged through the Treasury Department.

Mr. BRITTEN. That will provide a loss, of course, if it was done that way, with the fall in the value of the mark, franc, or pound.

Admiral McGOWAN. In that way it was done.

Mr. BRITTEN. Was it done in that way by the Army?

Admiral McGOWAN. I do not know.

Mr. REED. Yes, sir; during the war it was. I do not know whether they made a change later.

Mr. BRITTEN. How do you account for the statement, then, of the disbursing officer in Coblenz, that he was not exchanging or depositing American money except as he needed it?

Mr. REED. At Coblenz it may be that he was converting francs into marks, not dollars into marks.

Mr. BRITTEN. No; he was converting dollars into marks, because I converted some over there myself.

Mr. VENABLE. How did he get his dollars?

Mr. BRITTEN. From here, by an exchange of credit.

Mr. VENABLE. He could not have the exchange of credit in France, but the Government here would have to buy so many francs in France, because the American money has no currency in France.

Mr. BRITTEN. As an exchange value.

Mr. VENABLE. As an exchange proposition, I know; but if the American Government arranged with the French bank to let the Americans have so much money, they must have done it at an agreed rate, or else they had an agreement that as the Army authorities called on the French bank for money, they were to let them have it at the current exchange rate. Now, if they had let them have it at the current exchange rate, the only way we could have gotten money would have been to exchange possibly francs for marks, because marks have more depreciated than the franc. He could not have dollars in exchange, unless he had actual dollars in that exchange.

Mr. BRITTEN. I did not have any actual dollars with me, but I stayed there for seven months.

Mr. VENABLE. I know.

Mr. HICKS. My understanding of it was this: That every month the American authorities in Paris agreed with the French Government

as to what the exchange should be for the month to follow, and then the American authorities went to the banks in Paris and arranged through them for the purchase of so many thousand or so many million francs at that agreed rate, the banks in their turn going to the French treasury and obtaining a corresponding number of francs which they turned over to the American authorities receiving in exchange American money or credits of the American Government.

**Mr. KELLEY.** On this matter of exchange you have estimated a loss from this source of \$800,000 for the next year?

**Admiral McGOWAN.** \$821,000; yes, sir.

**Admiral PEOPLES.** No: \$250,000 for 1921.

**Admiral McGOWAN.** \$821,000 was for 1920.

**Mr. KELLEY.** For the balance of this year, is that it?

**Admiral McGOWAN.** \$821,000 for 1920, sir; the fiscal year 1920 which we are now finishing up.

**Mr. KELLEY.** You estimate that as the loss for the balance of the year?

**Admiral McGOWAN.** No, sir; for the full fiscal year.

**Mr. KELLEY.** Do you know what it is to date for this year?

**Admiral McGOWAN.** About \$400,000 thus far reported.

**Mr. KELLEY.** In order to do that you estimate that foreign money is still going to drop more?

**Admiral McGOWAN.** That is what it looks like.

**Mr. REED.** We have reports in covering only four months, which show about a \$400,000 loss, and we thought that European transactions would decrease materially, and we are having heavy losses in China, so that is the estimate we make, that it would run a little over \$500,000 altogether.

**Mr. KELLEY.** Where do you anticipate that your losses will be in the next six months? The British pound will not decline any more probably, will it?

**Mr. REED.** We are having heavy losses in China which will make a good part of the loss. The last bills sold there are losing us about 25 per cent.

**Mr. McARTHUR.** What do you estimate will be the loss for the fiscal year 1921?

**Mr. REED.** \$250,000. That is merely an arbitrary figure.

**Mr. KELLEY.** You convert American money into what kind of money in China?

**Admiral McGOWAN.** The money of the realm, whatever money is current there. In China it is the Mexican dollar.

**Admiral PEOPLES.** In Italy it is the lire, in South America, the milreis, or whatever the currency of the locality is where the ship may happen to be at the time the bill of exchange is drawn, against New York or London, depending upon the best rates obtainable. The cash of the country is received by the disbursing officer and paid out to the enlisted men and officers aboard ship at the legal rate, as determined by the Treasury.

**Mr. KELLEY.** So they get money actually current in that neighborhood?

**Admiral PEOPLES.** Yes, sir. They are paid Mexican dollars, for example, in China, and they make their own disbursements in Mexican money.

**Mr. KELLEY.** You arrange for that money a little at a time?

**Admiral McGOWAN.** Yes, as little as possible.

## PAY, MISCELLANEOUS.

The CHAIRMAN. Page 2, Pay, miscellaneous. "For commissions and interest; transportation of funds; exchange; mileage to officers of the Navy and Naval Reserve force," etc. I find here certain language in italics.

Admiral McGOWAN. The reason for that, sir, is that the Naval Reserve mileage and travel expenses were carried as a separate item last year, and we have consolidated it with the general item this year. The language comes out of one line and goes into another.

The CHAIRMAN. How much will it cost us to pay the mileage of the Naval Reserve; how much have you estimated?

Mr. REED. The number of officers estimated for this year is about 500 reservists, and on that basis it would be about \$35,000 in mileage.

The CHAIRMAN. How many reserve officers have you estimated?

Mr. REED. Five hundred and one.

Admiral PEOPLES. That figure merely represents the number that is expected to be ordered to travel under mileage.

Mr. REED. The Bureau of Navigation has been estimating on various numbers for the reserve, and we have figures here on two different bases.

The CHAIRMAN. You estimate that the mileage for the Naval Reserve next year will cost \$35,000?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. If we do not have a Naval Reserve, then you will not need \$35,000?

Admiral McGOWAN. No, sir.

## RENT OF BUILDINGS AND OFFICES.

The CHAIRMAN. There is one item here I would like to ask something about: "For rent of buildings and offices not in navy yards."

Admiral PEOPLES. That item is estimated at \$600,000 for the next fiscal year.

The CHAIRMAN. Where does that money go?

Admiral PEOPLES. There are three items in the first naval district. One is the rental of land for a spur track to the nitrate depot at Malden, Mass., just outside of Boston, of \$12 a year. That spur track runs into Government property, but runs over private property, for which the Government has to pay \$12.

The next item in the first naval district is at Newport, R. I., for a storehouse for the fleet that bases on that point, at \$120 per annum. Then there is \$50 rental for land for a convalescent hospital, making a total of \$182.

The large items are in the third naval district. At Forty-third Street and Second Avenue, Brooklyn, the Navy occupies and has occupied for two years and a half a building known as the American Can Co., at a total rental of \$160,000 per annum.

The CHAIRMAN. That is for the use of--

Admiral PEOPLES. That is a clothing factory. There is very little manufacturing of clothing going on now. It amounts to practically nothing, except to fill up certain odd sizes that are running out. The stocks accumulated during the war, however, are stored there and are being issued from there and must, of course, be taken care of.

The CHAIRMAN. That is a storehouse, largely, then, for clothing, is it?

Admiral PEOPLES. It is practically a clothing issuing depot.

The CHAIRMAN. And the rental is \$160,000?

Admiral PEOPLES. The rental is \$160,000.

The CHAIRMAN. How much was the rental two years ago?

Admiral PEOPLES. That building was taken over in 1917.

The CHAIRMAN. At the same rental?

Admiral PEOPLES. At the same rental; yes, sir. There has been no increase of that at all. In connection with all these items at New York, which aggregate \$545,000, the situation is this: Certain buildings were erected by the Navy Department on land that belonged to the city of New York, for which the leases provided that at the expiration of the war the improvements were to revert to the city of New York, after which the Navy would pay a rental to the city. Low rentals were charged by reason of the fact that the city expected to gain the value of the improvements that were placed on the property. There are five buildings and a pier, plus the clothing depot which I just mentioned. During the past year an effort has been made to get from the War Department an equivalent amount of space at the Army terminal down town at Sixty-fifth Street, in order that the Navy might avoid this rental expense it has now in connection with the fleet supply base, but so far all efforts of the Navy have been unsuccessful.

The CHAIRMAN. Is there not some other place along the coast where we can store this clothing? Is it absolutely necessary that we should have this clothing stored in New York? Why can we not store it down at the naval operating base?

Admiral PEOPLES. There is clothing stored all up and down the coast, sir, but there is not sufficient space to store it all.

The CHAIRMAN. Can you not figure out some way so that we can avoid paying this \$160,000 for a storehouse?

Admiral McGOWAN. Yes, sir. If the Army will give us a part of the space they are not using, it will not cost us a cent.

The CHAIRMAN. Is not the need for storing this clothing somewhat

temporary?



Mr. KELLEY. The cost is \$12,000,000 a year?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. So the clothing will last four or five years on the basis of 143,000 men?

Admiral PEOPLES. On some articles; yes, sir.

Admiral MCGOWAN. It will, in value.

Admiral PEOPLES. In value; yes, sir.

Mr. KELLEY. Of course, there is a shortage in some articles and an oversupply in others?

Admiral PEOPLES. Yes, sir. This stock was assembled for a Navy of 500,000 men.

Mr. KELLEY. It is well proportioned, is it not?

Admiral PEOPLES. Yes, in all the different articles of the uniform. There are certain sizes of overshirts, for example, that we would be short in, but, generally speaking, the stocks will be sufficient, with comparatively little manufacturing, to last for a considerable time, and, of course, they are being sold as rapidly as possible. There was one item of wool that we sold at Boston about six or eight months ago upon which the Navy made a profit of \$3,000,000. That was raw wool that was purchased for the manufacture of clothing, and during the last year shoes have been sold to all the mechanics and laborers at the navy yards; and then we have articles of underclothing and stocks of toweling, and all that sort of thing.

Mr. BROWNING. You could make a profit on those, too, could you not?

Admiral PEOPLES. Yes, sir; we have sold shoes at a profit.

Admiral MCGOWAN. Some of them.

Admiral PEOPLES. Most of that clothing is in what we call the "Clothing fund," which, in itself, is self-sustaining. For example, the other day there was a considerable quantity of Turkish toweling placed on sale, some 20,000 yards of it, and it was snapped up and sold at once. The same way with flannel, serge, and blankets. We have had 90,000 blankets that we have advertised all over the United States, and disposed of them through the different postmasters, after considerable trouble. That shows the effort being made to dispose of stocks of this clothing. Until we get those stocks down this clothing must be taken care of and must be properly protected.

Mr. KELLEY. Have you any clothing any place else?

Admiral PEOPLES. Yes, sir; at every navy yard there is a comparatively small stock of clothing.

Mr. KELLEY. What is the total value of all the clothing on hand in the New York supply depot?

Admiral PEOPLES. Afloat and ashore, sir, it is very close to somewhere between \$80,000,000 and \$85,000,000.

Mr. PADGETT. You spoke of shoes?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. During the war you enlisted an older and a larger type of men than you have been enlisting since?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. What is going to be the loss on shoes that you have on hand, by reason of the sizes being too large?

Admiral PEOPLES. We have not noticed that difficulty yet, sir.

Mr. PADGETT. It was stated here the other day that they were having trouble. Some of the officials stated that the clothing and shoes were for a larger type of men enlisted during the war.

Mr. VENABLE. That was in the Marine Corps.

Admiral McGOWAN. It is pretty much the same way in the Navy. We have been having some trouble. During the war we took in large men; after the war we got younger men and smaller men, and the sizes are relatively too large for them.

Mr. PADGETT. What will you do about it?

Admiral McGOWAN. We will sell the sizes that we do not need.

Mr. PADGETT. Can you get a reasonable price for them?

Admiral McGOWAN. Yes, we are not going to sell them until we do get a reasonable amount for them.

Mr. BROWNING. I understand that you can make a profit on them.

Admiral McGOWAN. We will try to make a profit on everything we sell, but sometimes we have to incur a small loss.

Mr. BROWNING. On shoes particularly I should think you could make a profit.

Admiral PEOPLES. Within the last three months we have stopped the sale of shoes for the very reason that the market price of leather went so high that we realized we could make a great deal more money by holding on to our stocks of shoes and issuing them to the men later on rather than selling now and buying six or eight months from now at higher prices.

The CHAIRMAN. Admiral McGowan and Admiral Peoples, I think here is a chance for you two men to manage this department with economy and with great care and great reputation and to help us out here. That is too much rent, \$160,000, for this storehouse. You have \$40,000,000 worth of clothing in that place, I understood you to say?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. What sort of clothing is it? I do not know whether you described it in answer to the question of Mr. Kelley. What kind of clothing is it?

Admiral PEOPLES. It is the ordinary standard articles that go to make up the uniform of the enlisted men.

The CHAIRMAN. Is it good clothing?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. And can be worn this year or the year after?

Admiral PEOPLES. Yes, sir; or for 5 or 10 years.

The CHAIRMAN. Why can we not take off a lot of money from the appropriation for clothing when we come to it? Why can we not take off a lot of money that we have here for this clothing?

Admiral PEOPLES. The clothing is carried in the "Clothing fund," which must be reimbursed with the value of articles sold.

The CHAIRMAN. I understand; somewhere in this bill.

Admiral PEOPLES. We will save on the outfits on first enlistment. There is an item there of \$6,000,000 for the cost of uniforms on original enlistments. Aside from that item, though, all of the clothing that comes out of the clothing fund must be paid for by the enlisted man.

The CHAIRMAN. I understand that. He pays for it out of his allowance.

Admiral PEOPLES. The only item for clothing which can be saved is \$6,000,000.

Mr. PADGETT. Is that a general supply account?

Admiral McGOWAN. No, sir; that is a gratuity on first enlistment.

Mr. PADGETT. I know the \$6,000,000 is.

Admiral McGOWAN. Yes, sir.

Admiral PEOPLES. The clothing fund is a separate fund.

Mr. PADGETT. You speak of the clothing fund?

Admiral PEOPLES. That is an entirely separate fund.

Mr. PADGETT. Separate from naval supply account?

Admiral PEOPLES. Yes, sir; separate entirely.

Mr. PADGETT. How much does that clothing fund amount to now?

Admiral PEOPLES. The capital is \$42,000,000.

Mr. PADGETT. How much is your supply?

Admiral PEOPLES. Somewhere between \$80,000,000 and \$85,000,000, afloat and ashore, the closest we can estimate.

Mr. PADGETT. So that it amounts to, in round numbers, \$125,000,000?

Admiral PEOPLES. No; the total is \$80,000,000 or \$85,000,000.

Mr. PADGETT. I asked how much the other one was.

Admiral PEOPLES. The other is somewhere between \$40,000,000 and \$45,000,000.

Mr. PADGETT. They both, then, are now the same?

Admiral PEOPLES. Yes, sir.

Mr. HICKS. Can you not keep on hand for a great many years a large quantity of this clothing without serious deterioration?

Admiral PEOPLES. Yes, sir.

Mr. HICKS. You would have to have an additional storehouse to store it in?

Admiral PEOPLES. Some place must be provided to store it somewhere, and that is the reason for this item of rental. As a matter of fact, the Navy must give up the building in which this clothing is now stored before the 1st of July, because it was a commandeered building, and the Navy's authority, under the law, expires within six months after the date of the declaration of peace, but some other place must be provided for the clothing depot.

Mr. KELLEY. If the Army has this space that you speak of, why do they not let you have it?

Admiral PEOPLES. They have a total of about 4,000,000 square feet of space at the Army terminal. There is in this clothing depot now about 360,000 square feet of space. The Army has looked upon the Army terminal with the desire to reserve it for commercial purposes—that is, for the use of commercial concerns in the port—although they have gone on record as saying in a report of a board that was formed for the purpose that the interests of the other executive departments should be taken care of; but so far we have yet been unable to get any definite assignment of space from the War Department.

Mr. PADGETT. Is their space vacant?

Admiral PEOPLES. Yes, sir; practically so of Government property?

Mr. PADGETT. And they are not contemplating filling it with Army supplies, but are going to rent it or use it for commercial purposes?

Admiral PEOPLES. They anticipate renting it for commercial purposes.

The CHAIRMAN. Is there not authority in some one connected with this Government to authorize the department to store this clothing in that place that you are speaking of?

Admiral PEOPLES. Somewhere; yes, sir.

The CHAIRMAN. And he declines to do it? How many hands would it have to go through before it reached the Secretary of War? Is there not some one who can push his door open and go in and ask him the question directly, and reason with him?

Admiral PEOPLES. Under date of February 19, 1920, a letter was sent by the Secretary of the Navy to the Secretary of War, wherein the situation was explained to the War Department as to the necessity for these rentals in South Brooklyn, in the hope that the Navy could avoid them, and asking the Army if some possible arrangement could not be made by which the Army could look out for this material, or, at least, assign to the Navy a certain amount of square feet of space so as to store it. That letter has not been answered, sir, but all through the year a constant effort has been made, and there is a long file of correspondence on the subject, in trying to get the War Department to assign definitely to the Navy Department an amount of space to avoid these rentals at South Brooklyn.

The CHAIRMAN. The objector there is the Secretary of War. Can you tell me how many hands between the Navy Department and the War Department that letter has already gone through? Where do you suppose it has stopped?

Admiral PEOPLES. I do not know, sir.

The CHAIRMAN. I read a statement by Secretary Lane a day or two ago which impressed me very favorably. The time has come now when one man can't open the next man's door and go in and get something done. You wrote him a letter on the 19th of February, nearly two weeks ago, and have received no answer to it?

Admiral PEOPLES. That was just one of a series of letters that have been sent there.

The CHAIRMAN. You must get out of that building, and you have no other place to store this clothing?

Admiral PEOPLES. No, sir; not yet.

Mr. BROWNING. Is it necessary to store it all there in Brooklyn?

Admiral PEOPLES. Not all of it. A considerable portion of it ought to remain there in New York, but not all of it.

The CHAIRMAN. Would it not be possible to accommodate the service with clothing by taking it somewhere else along the shore, even down here at Norfolk?

Mr. PADGETT. We have no fireproof storage there. How long will it be before you have that new building for the storage of airplanes completed?

Admiral PEOPLES. That building should be finished very soon, I should say within the next 60 days.

Mr. PADGETT. That is for the storage of airplanes?

Admiral PEOPLES. Yes; for the storage of airplanes.

Mr. PADGETT. That place would not be available for the storage of clothing?

Admiral PEOPLES. No, sir.

Mr. PADGETT. Because it is preempted for the airplanes for the Navy?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. You could put those airplanes in buildings that were not fireproof?

Admiral PEOPLES. The boxes are great, bulky things, as big as the end of this room, sir.

Mr. MACARTHUR. You have mentioned three items, one of \$12, one of \$182, and another of \$160,000, constituting this total \$600,000. What was the other item?

Admiral PEOPLES. The next item was the clothing depot of \$545,000, the one we were just talking about, this building of the American Can Co.

The CHAIRMAN. How far are we off from Coddington Point, R. I.?

Admiral PEOPLES. Those are all temporary buildings, sir.

The CHAIRMAN. There is nothing up there which we can even store clothing in?

Admiral PEOPLES. No, sir.

Mr. MCPHERSON. I think Norfolk would be an ideal place for the storage of clothing, if you had a place there.

Admiral PEOPLES. There is no place there.

The CHAIRMAN. When a young man enlists, you do not give him \$100, but give him credit for \$100?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. And he buys his clothing with it?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. You will not have to make it, but you will go to this storehouse and get it?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. You have it already made?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Now we run up against—what do we call it—our naval supply fund?

Admiral PEOPLES. This is clothing, a separate proposition.

The CHAIRMAN. That is a separate fund?

Admiral PEOPLES. That is a separate fund, but the principle is the same; the issues must be paid for.

The CHAIRMAN. We have got to appropriate from the Treasury, but they pay it back again. That is the revolving fund that you keep on hand?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. Is there not some way of reducing the revolving fund?

Admiral PEOPLES. That is just exactly what is being done. By reason of the sales of this stock, that is going to come down.

Mr. KELLEY. You do not need all of this revolving fund?

Admiral PEOPLES. No, sir.

Mr. REED. The amount of the fund can not be reduced until after the stock on hand is less in value than the capital.

Admiral McGOWAN. That is just what we are working to now, sir.

Mr. REED. We have more stock on hand than capital.

Mr. KELLEY. What do you mean by that?

Mr. REED. The capital of the clothing fund is \$42,000,000, whereas the stock on hand is in excess of \$42,000,000.

Mr. BROWNING. About eighty-odd million dollars, I understood you to say.

Admiral McGOWAN. About double.

Mr. KELLEY. Can you use \$40,000,000 of that clothing without paying for it?

Mr. REED. That is being temporarily financed in the general account.

Mr. KELLEY. Then there will be several years when you will not need any money appropriated for clothing?

Admiral McGOWAN. Quite a while.

Mr. REED. We never have any appropriation for clothing, except when an emergency comes we have to increase the capital. As a result of the war the capital of the clothing fund was increased from \$5,000,000, which it was before, to \$42,000,000, by an appropriation of \$37,000,000 by Congress; but those appropriations have not been made annually, and will not be.

Admiral McGOWAN. We will not ask for any more money in that fund until there is a war.

Mr. KELLEY. But you will need even this \$42,000,000 capital fund kept there?

Admiral McGOWAN. After we liquidate we probably will not need that much for peace times.

The CHAIRMAN. You borrow from that fund to make this clothing and then sell the clothing, and as you sell the clothing you pay it back into the fund?

Admiral McGOWAN. Yes, that finances it. That is correct, sir.

Mr. KELLEY. How are you going to reduce the \$42,000,000 capital fund?

Admiral McGOWAN. First we must reduce our stock and get it within the authorized capital, Mr. Kelley, and then we will size up and find out how much it will cost to finance, then we will most probably ask that the authorized capital be reduced. That is done by this committee.

Mr. KELLEY. In other words, the clothing would be sold and the money turned into the Treasury?

Admiral McGOWAN. Yes, sir.

Mr. KELLEY. And the fund reduced in that way?

Admiral PEOPLES. Yes, sir. Within the last four months the sales by public auction and individual sales amounted to five and a half million dollars.

Mr. MCPHERSON. Is this capital all invested in clothing at this time, or shoes, etc.?

Admiral PEOPLES. Manufactured clothing, and there is cloth and various other articles of the uniform.

Mr. MCPHERSON. None of it exists in the form of money?

Admiral McGOWAN. No, sir.

Admiral PEOPLES. No, sir; material.

Mr. KELLEY. You had this stock on hand to take care of 500,000 men in the war?

Admiral McGOWAN. Yes, sir; and we would have needed it badly.

Mr. KELLEY. It stands as well now, because it will lessen the money to be appropriated annually?

Admiral McGOWAN. You do not appropriate annually for that, sir.

Mr. MCPHERSON. Has the Government sustained any loss in the sales that have taken place so far?

Admiral PEOPLES. No, sir. On the contrary, there has been a gain.

Mr. MCPHERSON. It has been sold at a profit?

Admiral PEOPLES. Yes, sir.

Mr. MCPHERSON. Do you think the surplus can be disposed of without a loss?

Admiral PEOPLES. I think in time; yes, sir.

## OUTFITS ON FIRST ENLISTMENT.

**Mr. KELLEY.** This item of \$6,000,000 that you have spoken of for clothing—

**Admiral McGOWAN.** That is for outfits on first enlistments and has nothing to do with the clothing fund at all.

**Mr. KELLEY.** Is it necessary to make that appropriation?

**Admiral McGOWAN.** Yes, sir; the law requires it. A man gets \$100 worth of clothing on first enlistment.

**Mr. KELLEY.** Why not reduce this capital fund by that amount?

**Admiral McGOWAN.** For this reason. That is a gratuity. That is practically contributed by the Navy to each individual enlisted man. It reduces the stock physically, but the money is transferred from this outfit appropriation over to the clothing fund to reimburse the clothing fund for the allowances to these men.

**Mr. KELLEY.** Why do we not reduce the clothing fund?

**Admiral McGOWAN.** It can not be done except by law.

**Mr. KELLEY.** Why not change the law and reduce the clothing fund by that amount?

**Admiral McGOWAN.** That is within the power of Congress.

**Mr. KELLEY.** That would be the proper thing to do, would it not?

**Admiral McGOWAN.** I do not think so.

**Mr. KELLEY.** Why?

**Admiral McGOWAN.** I would rather ask what good it would do, with all due respect. I can not see any possible good it would do.

**Mr. KELLEY.** Because in one way you would keep up this clothing fund, and the other way you would reduce it by the amount of clothing withdrawn every year.

**Admiral McGOWAN.** The fund, while perfectly solvent at the present time, is just half of the amount of stock on hand. We would want to reduce the stock on hand to within the authorization of the fund before we commenced to cut down the fund. It would not save the Government one cent to eliminate this \$6,000,000 from the appropriation, if that is the real purpose, and change it over into a reduction of that fund. It would not benefit the Government in any way.

**Mr. PADGETT.** Suppose that instead of that \$6,000,000 for gratuities that a fellow gets on first enlistment, there should be a provision authorizing you to use out of this excess clothing enough to supply the outfits on first enlistment, not exceeding \$6,000,000?

**Admiral McGOWAN.** The answer to that is that I was very slow to catch your point. I think that is an excellent suggestion.

**Mr. PADGETT.** That is what I was driving at, instead of appropriating \$6,000,000, to just put a provision in there authorizing you to use out of the excess—not the \$42,000,000—but the difference between \$42,000,000 and \$84,000,000.

**Admiral McGOWAN.** Gov. Kelley was just thinking a little faster than I was. That is quite right.

**Mr. KELLEY.** Thank you very much. I thought it could be done in that way.

**Mr. PADGETT.** You have got to maintain, until Congress otherwise authorizes, your clothing fund at \$42,000,000?

**Admiral McGOWAN.** Yes, sir.

**Mr. PADGETT.** That will not interfere with that, to simply provide out of this excess. When you use up your stocks, we will cancel the

other and get down to that \$42,000,000, and then, if you still follow that, and get the money in that fund, plus your clothing, making \$42,000,000, Congress in the next session can come along and authorize you to cover into the Treasury that money, and reduce it to \$35,000,000 or \$30,000,000 or \$25,000,000, or whatever the difference may be.

Admiral McGOWAN. I have no hope they will not do that.

Mr. KELLEY. You would not need so large an amount in ordinary times?

Admiral McGOWAN. No, sir.

Mr. PADGETT. We will then increase it from \$5,000,000 to \$42,000,000?

Admiral McGOWAN. This was a war emergency. There is no question about it.

Admiral PEOPLES. But the other \$42,000,000 is a debt, not an asset; it is not surplus.

Mr. PADGETT. The difference between \$42,000,000 and \$85,000,000 was paid out of your general supply fund?

Admiral PEOPLES. Out of the authorization for "General, Account of Advances."

Mr. PADGETT. Is that a permanent fund?

Admiral McGOWAN. That is merely money borrowed from the Treasury.

Admiral PEOPLES. It is borrowed from the Treasury and must be returned out of the appropriations in one way or another.

Mr. PADGETT. You do not need that \$42,000,000 in your clothing fund. Why not just authorize a reduction to \$37,000,000?

Admiral PEOPLES. You will need \$42,000,000 until your total value of clothing on hand gets down to \$42,000,000. When the total stock of clothing on hand gets down to \$42,000,000, or less than that, then you can cut down your amount for the clothing fund to \$35,000,000 or \$30,000,000, or lower, as the case may be.

Mr. PADGETT. Suppose we were to authorize the furnishing of outfits out of the clothing that represents this \$42,000,000 clothing fund, and use this \$6,000,000 for outfits on first enlistment, and by that amount reduce the clothing fund; you have got a surplus that now represents the needful supplies?

Admiral PEOPLES. Yes.

Mr. PADGETT. And then this would come out of that difference, and you would reduce by \$6,000,000 down to \$36,000,000 by disbursing this clothing, and save the appropriation on the other.

Admiral PEOPLES. The difficulty would be that at the end of the year you would be \$6,000,000 more in the hole than you are now.

Mr. PADGETT. \$6,000,000?

Admiral PEOPLES. Yes, sir.

Mr. REED. That excess stock does not represent what we call "velvet." It means that with a capital of \$42,000,000 we have purchased \$80,000,000 worth of stock, and the clothing fund is obligated to make that good. In other words, we had two courses that we could pursue—wait until the issues or sales would replace and wipe out all but the \$42,000,000 clothing fund, or come up here and ask the committee to give us a temporary appropriation of \$40,000,000 to pay off that indebtedness.

Mr. PADGETT. You have got a clothing fund in your Navy supply fund?

Mr. REED. Not in the Navy supply fund; in the general account of advances.

Mr. PADGETT. Well, in the general account of advances, say \$42,000,000 or \$43,000,000?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. And you have got the clothing to make it good?

Admiral McGOWAN. Yes, sir.

Mr. PADGETT. That clothing is surety for the payment of it?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. You still have it?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. Now, then, you have your clothing fund \$42,000,000, and you have got clothing to represent that. Suppose you were authorized to reduce your clothing fund to \$36,000,000 and to take \$6,000,000 worth of clothing that represents that use it for outfits on first enlistments, and you used that clothing to pay out \$6,000,000, we will say, in outfits on first enlistments you would charge the clothing fund with that \$6,000,000 issue under the authority you would reduce your capital or your clothing fund to \$36,000,000?

Mr. REED. Yes, sir, we would reduce the capital, but we would be out \$6,000,000 worth of clothing, and would have not reduced our debt one cent.

Mr. PADGETT. But you have got \$42,000,000 worth of clothing to pay that with.

Admiral McGOWAN. In other words, we would lose a \$6,000,000 customer that exists to-day; but Mr. Padgett is right, and Gov. Kelley is right, and we can do it and will do it, if you use it. We would just lose that much business that we have counting on in getting out of the hole.

Mr. PADGETT. But instead of selling to the men you would to sell that \$6,000,000 worth of clothing to some other customer instead of to these men on outfits?

Admiral McGOWAN. We would lose the \$6,000,000 customer it would take us that much longer; but, of course, we can do it.

Mr. REED. It will take us so much longer to reduce the obligation if this \$6,000,000 on clothing outfits is taken out of the appropriation bill.

Mr. PADGETT. Before you can sell the other clothing?

Admiral McGOWAN. Yes, sir; but, if the committee wishes to do it, of course we can do it and we will do it.

The CHAIRMAN. I understand you to say that you can not but you will do it anyhow.

Admiral McGOWAN. We will do it, whether or not it can be done.

The CHAIRMAN. You will do it?

Admiral McGOWAN. We will.

The CHAIRMAN. And you will not come back again, either in deficiency or anything else?

Admiral McGOWAN. Not if we can help it.

Mr. KRAUS. How much do you actually owe the Treasury in case of the \$42,000,000 capital?

Admiral McGOWAN. About \$42,000,000.

Mr. KRAUS. Does that claim represent the actual value of the clothing on hand?

Mr. REED. Yes, sir.

Mr. KRAUS. Or just the price you paid?

Mr. REED. No; the total value of the clothing is about \$82,000,000.

Mr. KRAUS. What has become of this \$5,000,000 profit that you say you have made?

Mr. REED. That has gone into the Treasury.

Mr. KRAUS. Therefore that clothing is actually worth more than \$82,000,000. You mean that the clothing you have has actually cost \$82,000,000?

Mr. REED. Yes, sir.

Mr. KRAUS. But, in fact, it is now worth more, because that price is represented in clothing you have on hand.

Mr. REED. Yes, sir; that is true. There will be some profit in it.

Admiral McGOWAN. We are easily solvent, but we are a little short of money. That is all.

The CHAIRMAN. You have enough goods on hand, but no cash?

Admiral McGOWAN. That is it.

Mr. KELLEY. Whatever language is necessary to do that, you will prepare?

Admiral McGOWAN. Yes, sir.

#### RENTAL OF BUILDINGS AND STORAGE.

The CHAIRMAN. And see if you can not go a little further on the rent business.

I am not going to ask these gentlemen, who have administered the affairs of this department to the satisfaction of everybody, to take any chances on having our stored goods burned up, but is it necessary to store this clothing in a fireproof building?

Admiral McGOWAN. Absolutely; yes, sir. It has a very large value in a small bulk.

The CHAIRMAN. And the Government has no available storehouse anywhere?

Admiral McGOWAN. No, sir.

The CHAIRMAN. In which we can store this clothing?

Admiral McGOWAN. No, sir.

The CHAIRMAN. Well, you must leave there the 1st of July, and what are you going to do?

Admiral PEOPLES. We must move into some other fireproof storage, unless in the meantime we can induce the War Department to try and give us sufficient space at South Brooklyn to take care of it.

Mr. HICKS. How much is that?

The CHAIRMAN. \$160,000 for one building alone in New York. We haven't come to the others yet. There are other buildings here, but this one building is \$160,000 a year rent, a storehouse.

As a business venture it would not pay us to build a storehouse to put this clothing in, because we expect to reduce the stock.

Mr. HICKS. How much space does that take?

Admiral PEOPLES. This takes 360,000 square feet of space at the present time.

Mr. KRAUS. The airplanes stored at Hampton Roads would not be any good in five or six years because they deteriorate very rapidly. Isn't that a fact?

Admiral PEOPLES. Some of them would, some of them would.

Mr. KRAUS. As a business proposition don't you think it would be better if they would put those airplanes out in the weather and the clothing there?

Admiral PEOPLES. They expect to use those machines for transport purposes and that sort of thing, and if those airplanes are put in open storage they will deteriorate, and airplanes are worth \$6,000 or \$8,000 or \$10,000 apiece.

Mr. KELLEY. Couldn't this airplane material be put into temporary storage?

Admiral PEOPLES. The only temporary storage we have is small enlisted men's buildings down at the operating base. You don't get the airplane boxes into those buildings.

Mr. KELLEY. You could knock the ends of those buildings in quickly and have plenty of room to get them in.

Admiral PEOPLES. They weigh 3 or 4 tons apiece and there is no way to handle them.

Mr. PADGETT. But if you knocked the end of the building off the building would not hold more than about two of those boxes.

Mr. KELLEY. You would have to have cranes and that sort of thing to handle them? Is that the idea?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Well, we are endeavoring to help you, and you are endeavoring to help us. Now you will have to have some way to go after the 1st of next July.

Admiral PEOPLES. We will, and frankly, Mr. Chairman, I don't know where in the world we can go right now.

Mr. HICKS. Have you made a survey of the Marine Corps facilities and the Army facilities to see if there is not some space somewhere which could be better utilized for this storage which is valuable for the storage now being placed in those buildings?

Admiral PEOPLES. Mr. Hicks, we have tried to induce the Army to have tried to induce the War Department to assign to the War Department at South Brooklyn certain definite amounts of space in order that we can give up and cancel the rented properties at the fleet supply base in South Brooklyn, of which this clothing is one item, and so far the War Department has refused to make any definite assignments to the Navy.

Mr. HICKS. What reason do they give?

Admiral PEOPLES. They claim that they intend to lease the space in the Army terminals on a commercial basis. Within the last 10 or 15 days there was a little ray of hope in that they offered to let us make some shipments through one of their piers, but as that is not space for storage that is a different thing. They have not yet agreed to do that.

Mr. HICKS. I want to ask you right in that connection, if I may, about the Commonwealth Pier, at Boston.

Admiral PEOPLES. Yes, sir.

Mr. HICKS. That has an enormous capacity.

Admiral PEOPLES. And they compelled us to vacate from there. It cost the appropriation maintenance, supplies and accommodation \$60,000 to move the Navy supplies out of there.

Mr. HICKS. And they are using that pier now for commercial purposes?

inal PEOPLES. They are supposed to. I doubt if it is more occupied.

ICKS. Are there civilian concerns using it, or is it simply idle? al PEOPLES. The purpose—they claim that they want to hat for commercial purposes; whether or not it is fully occupied, I do not know.

ICKS. Here is another pier, Admiral, that I have in mind, a ge pier in New London, built by the State of Connecticut, and leased to the Germans for their submarine-boat traffic ey proposed to establish. The Navy took that pier over dur- rar, as I understand it, and we had installed in that pier an ntal station, offices, and all that sort of thing. It is an s pier, a beautifully constructed steel structure. Now, have d into that matter to see if that pier could be utilized? l PEOPLES. That is part of the submarine base at New

CKS. No; I think not, Admiral. The pier that I have in on the opposite bank of the river, on the west side; our e base is on the east side. That pier is a splendid structure, used exclusively by the Navy, as I understand, during the

BROW. That is a State pier?

CKS. Yes; and we took it over during the war.

BROW. Mr. Plant, I think, the steamship man, contributed o that pier. That is a steel pier. The Germans did rent for a time, but they don't own it.

CKS. What do you know about it, Admiral?

l PEOPLES. It is news to me entirely.

CKS. That might be worth looking into, because it has a large

l PEOPLES. I did not understand that it belongs to the artment.

BROW. No; it does not belong to the Navy Department.

l PEOPLES. Then, in the next place, pier storage is a very form of storage for purposes of this sort. It is unfortunate a shipping pier with storage.

Admiral McGOWAN. That is the reason we are here asking authority to rent storehouses, because we are unable to obtain available space from the Army. It is not for me to presume to criticize the Army. I assume that they have sufficient reasons, but the fact is that we can not get any space from them.

Mr. McPHERSON. Have you appealed to the Army and Navy Board?

Admiral PEOPLES. Yes, sir; and I would be glad to put into the record copies of all the correspondence back and forth between the War Department and the Navy Department on this question of space, particularly at South Brooklyn, because there the shoe pinches the most. At Philadelphia it has been possible for us to give up all rented space. The last move was the aviation storage station at Gloucester, and we started to move from there on the 1st of the month; but at South Brooklyn is where the shoe pinches more than any other point.

NAVY DEPARTMENT,  
BUREAU OF SUPPLIES AND ACCOUNTS,  
*Washington, D. C., March 12, 1918.*

From: The Assistant to the Paymaster General.

To: The Paymaster General of the Navy.

Subject: Cooperation between the Army and the Navy with respect to storage projects.

1. I was informed by telephone early this afternoon by Capt. F. H. Clark, jr., United States Navy, chairman of the Navy Department priorities committee, that a meeting would be held in the office of Mr. Peek, chairman of the storage committee, with respect to the dissolution of that committee. There were present Capt. Clark, Mr. Peek, Lieut. Col. Wells of the Quartermaster's Department, and myself.

2. Mr. Peek stated that the purpose of calling the meeting was that the chairman of the War Industries Board, Mr. Baruch, intended that there should not be any agency under the War Industries Board which would in any way interfere with or overlap any work of the War or Navy Department, and that, when it was possible for the two departments alone to handle their affairs, the assistance of any agency under the War Industries Board was unnecessary. For these reasons, Mr. Peek said, the storage committee was to be abolished, and it was evident that the War and Navy Departments could easily cooperate on such matters.

3. Col. Wells stated that the storage program of the War Department contemplates the construction of storage at such points as Boston, New York, Philadelphia, Norfolk, Charleston, and at interior points, at all of which places the War Department is entirely willing to consider the needs of the Navy, and that it could set aside space for the use of the Navy whenever needed.

4. It seems that the storage program of the Director of Storage and Traffic contemplates the construction of reinforced-concrete warehouses at all of the above points on land which is to be purchased by the War Department, the appropriation of funds for which is now pending in the urgent deficiency bill recently passed by the House.

5. At Boston, for example, Col. Wells stated the War Department would enlarge its facilities to provide the storage space needed by the Navy, which could not be constructed within the navy-yard limits—this space to be furnished by a mutual agreement between the two departments, either for the Navy to reimburse the War Department for the expenditures made or to take a lease from the War Department on the property. Col. Wells stated that the same plan could be followed at other points.

6. At New York the Army's plan contemplates the purchase of the Bush Terminal south of Thirty-seventh Street, the Navy going to the north. At Philadelphia the Army's plan is held up temporarily by reason of some hitch in the purchase of the land; at Norfolk the plans are practically approved, and at Charleston two sites are being considered, one on the island opposite the city and the other on the Cooper River above the navy yard.

7. The following memorandum prepared by Col. Wells was accordingly signed by the representatives of the War and Navy Departments upon the request of Mr. Peek, and is to be submitted by him to Mr. Baruch, chairman of the War Industries Board:

**Admiral PEOPLES.** They are supposed to. I doubt if it is more than half occupied.

**Mr. HICKS.** Are there civilian concerns using it, or is it simply idle?

**Admiral PEOPLES.** The purpose—they claim that they want to utilize that for commercial purposes; whether or not it is fully occupied now, I do not know.

**Mr. HICKS.** Here is another pier, Admiral, that I have in mind, a very large pier in New London, built by the State of Connecticut, I think, and leased to the Germans for their submarine-boat traffic which they proposed to establish. The Navy took that pier over during the war, as I understand it, and we had installed in that pier an experimental station, offices, and all that sort of thing. It is an enormous pier, a beautifully constructed steel structure. Now, have you looked into that matter to see if that pier could be utilized?

**Admiral PEOPLES.** That is part of the submarine base at New London.

**Mr. HICKS.** No; I think not, Admiral. The pier that I have in mind is on the opposite bank of the river, on the west side; our submarine base is on the east side. That pier is a splendid structure, and was used exclusively by the Navy, as I understand, during the war.

**Mr. DARROW.** That is a State pier?

**Mr. HICKS.** Yes; and we took it over during the war.

**Mr. DARROW.** Mr. Plant, I think, the steamship man, contributed largely to that pier. That is a steel pier. The Germans did rent that pier for a time, but they don't own it.

**Mr. HICKS.** What do you know about it, Admiral?

**Admiral PEOPLES.** It is news to me entirely.

**Mr. HICKS.** That might be worth looking into, because it has a large capacity.

**Admiral PEOPLES.** I did not understand that it belongs to the Navy Department.

**Mr. DARROW.** No; it does not belong to the Navy Department.

**Admiral PEOPLES.** Then, in the next place, pier storage is a very expensive form of storage for purposes of this sort. It is unfortunate to tie up a shipping pier with storage.

**Mr. DARROW.** Admiral, isn't it a fact, however, that the War Department has at all times declined to allow the Navy Department to utilize their storage space?

**Mr. PADGETT.** The State of Connecticut owns that pier, I am told, and it is being used.

**Mr. DARROW.** I have in mind a large building in Philadelphia occupied by the Marine Corps for storage. The War Department has a good many storage places there which they advertised in the papers for rent, but they would not allow the Marine Corps or the Navy to occupy them under any conditions, and the Marine Corps had to move all of that material from the building that the Franklin Refinery had let them have to Quantico, I think.

**Admiral PEOPLES.** Yes, sir; that is a fact.

**Mr. DARROW.** Now, it seems to me there is a woeful lack of cooperation, for some reason, when they are advertising those storehouses for rent to private people and at the same time will not allow the Navy to use them.

of space, for which the Navy pays in rental (including the pier) about \$316,000 per annum, and this does not include the charges for cold storage.

4. If the Navy constructed its own building, there would be a saving in the rental charge of \$316,000; in the cold-storage charge of \$130,000; a saving in the manufacture of clothing of \$140,000; and a saving in the purchase of eggs, potatoes, and onions of \$50,000—the latter by taking advantage of purchasing during the season—which would aggregate a real saving of about \$636,000 per annum.

5. This will require about 580,000 square feet of additional space. The provisions and clothing depot recommends that the Navy acquire title to the Sommers plant; that 400,000 feet of storage be erected on the lot between Forty-second and Forty-third Streets and Second Avenue, and that 180,000 feet be erected on city property on Thirty-seventh Street.

6. In lieu of this proposition—which in certain respects is impracticable—it would be better to erect on the third unoccupied lot of the Bush Co. immediately north of the present fleet supply base another eight-story building 200 feet by 700 feet, which would provide a total of about 1,120,000 square feet of space. There should be included in this space at one end of the building about 200,000 square feet properly insulated and equipped for cold storage. The cost of this building at \$2.40 per square foot would be about \$2,700,000, and the value of the land, 140,000 feet at \$2 per foot, \$280,000, representing a total outlay of \$2,980,000. At a saving—real and actual—of about \$636,000 per annum, the building would pay for itself in about four and one-half years. It is a plain business proposition, for the storage and rental charges can not be avoided.

7. If the land between Forty-second and Forty-third Streets and Second Avenue is cheaper than the Bush property and sufficient space exists, the location of the provisions and clothing depot at that point will be equally satisfactory.

8. In order to take advantage of the present construction season and to take care of the larger deliveries and stocks of clothing required for 425,000 men—which deliveries will be made in the fall—work must be commenced at an early date. The value of the materials to be stored in this building, aggregating at least \$15,000,000, in a constant process of overturn, will necessitate a noninflammable concrete and steel structure.

9. There are several methods of procedure:

(a) As this is an emergency matter, to proceed with the construction of the building under allotment from the naval emergency fund, acquiring the land by purchase under the fund—in accordance with the solicitor's recent opinion—or by lease with the option of purchasing the land at a later date.

(b) By allotment from the national defense fund for the purchase of the land, the building to be charged to the naval emergency fund, and

(c) By a special estimate to Congress for the purchase of the land under the deficiency bill, the building to be charged to the naval emergency fund in the same way that the bill approved March 28, 1918, contains an item for the purchase of land for warehouses at South Brooklyn, N. Y. The latter item reads:

"For the purchase of land for terminal warehouses between Twenty-eighth and Thirty-second Streets and Second and Third Avenues, South Brooklyn, N. Y., \$560,000, or so much thereof as may be necessary."

As this item now reads, authority already exists for the purchase of the above-mentioned third lot.

10. In this connection, attention is invited to the provisions of Senate bill 3502, passed by the Senate April 1 upon the recommendation of the Shipping Board and the War Department, which bill reads as follows:

SEC. 1. That during the present war in all cases where appropriations have heretofore been, or shall hereafter be, made for the expenditures of the War Department, the Navy Department, or the Emergency Fleet Corporation, and in the administration thereof for the purpose specified therein it becomes necessary, in the opinion of the head of such department or corporation, to acquire real estate, or some right, title, or interest therein, and any buildings and improvements thereon, it shall be lawful to acquire the same by purchase, lease, donation, or condemnation, or by any other means provided by law for such acquisition, and out of the appropriations aforesaid to meet the expenses of such acquisition, including the purchase price, or rent of the land, and the buildings and improvements thereon, or the damages allowed to the owner or owners as compensation therefor.

SEC. 2. That whenever any real estate or some right, title, or interest therein, or any buildings and improvements thereon are acquired by requisition or condemnation hereunder, the said board, corporation, department, corps, or bureau shall determine and make just compensation therefor, and if the amount thereof so determined is unsatisfactory to the person entitled to receive the same, such person shall be paid 75 per cent of the amount so determined and shall be entitled to sue the United

States to recover such further sum as added to the said 75 per cent will make such amount as will be just compensation for the property or interest therein so taken, in the manner provided for by section 24, paragraph 20, and section 145 of the Judicial Code.

And whenever any said department or corporation shall requisition any property or rights, or upon the filing of a petition for condemnation hereunder, immediate possession may be taken by the said department or corporation, of such real estate, buildings, or improvements thereon to the extent of the interests to be acquired therein, and the same may be immediately occupied and used, and the provision of section 355 of the Revised Statutes: *Provided*, That no public money shall be expended upon such land until the written opinion of the Attorney General shall be had in favor of the validity of the title, or until the consent of the legislature of the State in which the land is located has been given, shall be, and the same are hereby, suspended as to all land acquired hereunder.

McGOWAN.

WAR DEPARTMENT,  
OFFICE OF THE CHIEF OF STAFF,  
PURCHASE, STORAGE AND TRAFFIC DIVISION,  
Washington, July 2, 1918.

From: Director of Storage.

To: Navy Department, Bureau of Supplies and Accounts (attention Admiral Peoples).

1. Inviting attention to memorandum, copy of which is attached hereto.
2. Advice is requested as to whether the allotment of space and terms of occupancy are in accord with the understanding of the Bureau of Supplies and Accounts.

By authority of the Director of Purchase, Storage and Traffic.

F. B. WELLS,  
Colonel, United States Army, Director of Storage.

JULY 2, 1918.

MEMORANDUM.

Subject: Storage to be provided for the Navy at the various Army supply bases.

	Square feet.
Boston, Mass., separate warehouse.....	1 300,000
New York:	
Hoboken piers.....	50,000
Bush terminal.....	(2)
Philadelphia, Pa.....	250,000
Baltimore, Md.....	250,000
Norfolk, Va.....	500,000
Charleston, S. C.....	(2)

Reimbursement for the use of this space to be at a rental figure mutually agreed upon between the two departments.

Rail movement of supplies into store to be under the control of the Army representative.

Storage space provided to be used only for the handling of supplies for ships to be loaded with Army cargoes.

[First Indorsement.]

JULY 6, 1918.

From: Bureau of Supplies and Accounts.

To: The Director of Purchase, Storage and Traffic, War Department.

Attention: Col. F. B. Wells, National Army, Director of Storage.

Subject: Storage to be provided for the Navy at various Army supply bases.

Inclosure: Memorandum furnished by the letter of the Director of Storage, July 2, 1918.

<sup>1</sup> Approximately.

<sup>2</sup> Unknown.

1. The attached memorandum indicates that space should be provided the Navy as follows:

	Square feet.
Boston.....	300,000
New York.....	50 to 100,000
Philadelphia.....	250,000
Baltimore.....	250,000
Norfolk.....	500,000

subject to the following terms:

(a) Reimbursement for the use of this space to be at a rental figure mutually agreed upon between the two departments.

(b) Rail movement of supplies into store to be under the control of the Army representative.

(c) Storage space provided to be used only for the handling of supplies for ships to be loaded with Army cargo.

2. The amount of space to be thus provided and the terms are in entire accord with the understanding of Supplies and Accounts.

3. It is noted that the space at Charleston has not yet been allotted. As per the urgent request of Supplies and Accounts letter of July 2, 1918, the amount needed at this point is 300,000 square feet.

4. Attention is invited to the question mark after the heading "Bush Terminals," on inclosure (a), information being requested as to whether it would be agreeable to the Army to release, now or at any later time, to the Navy any space in the Bush Terminals occupied by the Army.

5. There is another point which it is believed should be included under the above terms, and that is—

(d) Storage space so occupied by the Navy to be relinquished after the war upon such date as the Navy may vacate the premises, it being understood that the circumstances after the war may necessitate the Navy's occupancy of this space for a considerable period of time.

McGOWAN.

NAVY DEPARTMENT,  
BUREAU OF SUPPLIES AND ACCOUNTS,  
Washington, D. C., July 2, 1918.

To: Director of Purchase, Storage and Traffic, War Department.

(Attention of Col. F. B. Wells, National Army.)

Subject: Storage facilities at Charleston, S. C.

It is requested that the Director of Purchase, Storage and Traffic of the Army provide for and assign to the use of the Navy at or adjacent to the Army embarkation depot, Charleston, S. C., 300,000 square feet of storage space. This amount of space is necessary to take care of the supplies required to maintain, operate, and provision vessels of the overseas transportation service. It is understood that from 50 to 100 vessels will be assigned to this port.

Reimbursement for the use of this space to be paid at a rental figure mutually agreed upon between the two departments.

S. McGOWAN.

[Third indorsement.]

JULY 12, 1918.

From: Bureau of Supplies and Accounts.

To: Commandant, Sixth Naval District (Aid for Supply).

Subject: Naval Overseas Transportation Service—Supply.

1. The steps thus far taken by Supplies and Accounts to provide storage facilities for the sixth Naval district to take care of the outfitting and supplying of vessels of the Naval Overseas Transportation Service are as follows:

(a) The Director of Storage, War Department, has announced the willingness to provide 300,000 square feet for this purpose in the Army embarkation depot, North Charleston. This will take care of the stores required for 100 ships for a period of six months.

(b) The present space at the Charleston Terminal Co. wharves and warehouses taken over by the Navy provide 85,000 square feet.

(c) It is proposed to increase the storage facilities at the Charleston Navy Yard by at least 100,000 square feet.

2. The above space should be sufficient for the present to take care of the needs of the district in this respect, if necessary distributing the stock as may be deemed advisable. If, at a later date, this program should prove inadequate, definite recommendations should be submitted by the commandant.

3. The present facilities of the yard and district must be utilized to their full extent until such time as the Army embarkation depot is completed when the present facilities will be utilized as reserve storage.

4. The advance allowance lists and references requested in paragraph 1 of the letter hereon have been forwarded.

McGOWAN.

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WAR DEPARTMENT.  
PURCHASE, STORAGE AND TRAFFIC DIVISION,  
GENERAL STAFF,  
Washington, October 26, 1918.

From: Director of Purchase, Storage and Traffic.

To: Navy Department, Bureau of Supplies and Accounts. (Attention Admiral Peoples.)

Subject: Storage facilities available for the use of the Navy.

1. Receipt is acknowledged of your communication of October 24, file 112-88.

2. Upon investigation, I find that after allotting approximately 300,000 square feet of storage space at Bush Terminal and assigning the east wing of the new Army supply base for the use of the Navy, the War Department is not in position to provide additional storage space at the port of New York or at points tributary thereto for the storage of naval supplies.

3. Provision has already been made to satisfy the storage requirements of the Navy at Philadelphia, Norfolk, and Charleston.

4. It is possible that additional space can be allotted for the use of the Navy at Norfolk, but apart from this the Army will be unable to provide for the requirements of the Navy.

GEO. W. GOETHALS,  
*Major General, Assistant Chief of Staff,  
Director of Purchase, Storage and Traffic.*

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NAVY DEPARTMENT,  
Washington, January 15, 1919.

SIR: In letter from the War Department dated December 14, 1918, it was stated that—

"It has now been decided by the War Department that the use of the ports of Boston, Philadelphia, Baltimore, and Charleston will be discontinued so far as the movement of Army cargo is concerned. These ports are now being cleaned up of all Army cargo awaiting shipment to Europe and it is anticipated this work will be completed by the end of December \* \* \*."

At the present time, the Navy is paying considerable sums in rentals for the housing of enlisted men and for the storage of supplies required in connection with the maintenance of the fleet. Congress is insisting upon a period of retrenchment which will make it necessary for the Navy to relinquish spaces not Government owned.

The Army expeditionary base at Boston is Government owned and certain sections thereof are needed for quartering naval personnel and material.

There is urgent need by the Navy for at least three sections of this Army building, and the Secretary of the Navy hopes that, as the War Department has discontinued the use of Boston, this space may be assigned to the Navy for its personnel and material.

Respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SECRETARY OF WAR.

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JANUARY 22, 1919.

From: The Secretary of the Navy.

To: The Secretary of War.

Subject: Storage facilities at South Brooklyn, N. Y.

The Navy is leasing for storage purposes from the city of New York and from various private owners certain property in South Brooklyn approximating 3,600,000 square feet. On the New York City property a number of temporary buildings have been erected, all of which must be surrendered to the city on June 30, 1919, when the property is vacated in accordance with the terms of the lease.

The representatives of the different bureaus of the Navy Department have just submitted a report setting forth the storage needs at New York incidental to the operation of the fleet from that port. The Navy must have at least 4,000,000 square feet of storage space, together with piers, car floats, trackage, etc., for berthing vessels of the fleet and for their supply.

The Army is constructing at Fifty-ninth Street in South Brooklyn a storage depot, which it is understood was originally intended as a distributing point for supplies for the overseas forces.

In view of the changed conditions resulting from the demobilization it would seem that the Army's needs for a base at this point will be lessened to such an extent that some arrangement may be possible whereby the Navy will surrender to the Army the two new buildings at Thirty-first Street in exchange for the storage depot referred to at Fifty-ninth Street, with the exception of piers; the comparison of covered storage space in the two establishments is: Army, 4,000,000 square feet; Navy base, 2,040,000 square feet.

The Army base at Fifty-ninth Street meets all the requirements of a supply establishment for the maintenance of the fleet. The Navy warehouses at Thirty-first Street are excellent for storage purposes, but do not possess the water-front facilities necessary for the operation of a fleet supply base, and are not sufficiently large to accommodate all the supplies and equipment for the fleet.

As one branch of the Government service must pay considerable rental annually for space needed to conduct these activities, it would seem to the best interests of the Government, viewing the subject in a broad way, to utilize to the fullest extent possible space at the disposal of another branch of the service; and it will be decidedly to the interest of the Navy to arrange for an exchange of storage facilities in South Brooklyn, as above proposed.

JOSEPHUS DANIELS.

WAR DEPARTMENT,  
Washington, February 3, 1919.

SIR: Referring to your communication of the 21st ultimo, I would say that owing to congestion at the port of New York, the War Department has been obliged to revise its program covering overseas shipment of supplies.

It is now planned to utilize the port of Boston to the extent of five or six ships per month, and in addition to receive at this port a portion of the supplies being returned from overseas.

When our overseas forces, together with their equipment and supplies have been returned to this country, and surplus stocks of Army supplies originating in New England have been disposed of, either by sale or removal to interior points, it is the intention of the War Department to lease the Army supply base at Boston for commercial purposes, retaining the right to take over the facilities at any time should an emergency arise.

Your attention is invited to the fact that the Army constructed for the Navy a pier shed at South Boston which is occupied by the Navy under lease.

The facilities of the Army supply base proper, will be required for the use of the Army for the next six months or a year.

The Army, at present, finds itself confronted with the lack of storage space at Boston, owing to the fact that the Navy is occupying a portion of the supply base for barracks.

It was agreed at the time this space was turned over to the Navy, that it would be vacated on or before January 1, 1919.

In view of the situation outlined above, it will be impossible for the Army to turn over the Army supply base at South Boston, for the use of the Navy.

Very respectfully,

BENEDICT CROWELL,  
Acting Secretary of War.

The SECRETARY OF THE NAVY.

WAR DEPARTMENT,  
Washington, February 3, 1919.

SIR: Referring to your communication of the 21st instant, relative to storage facilities at South Brooklyn, N. Y., I would say that the facilities at that point are inadequate in size to meet the requirements of the Army, and in addition are not provided with suitable piers and shipping facilities.

The Army supply base at South Brooklyn was constructed by the War Department with the object in view of having in possession of the War Department at all times adequate storage and shipping facilities to meet any emergency.

It is the intention of the War Department during times of peace to make available for commercial use the storage and shipping facilities in question.

It is not thought wise to place the Army in a position where future operations might be made difficult, or impossible, through the absence of suitable shipping facilities under the control of the War Department.

In view of the facts set forth above, the proposition of the Navy to exchange its storage facilities at South Brooklyn for the Army supply base at the same locality can not be favorably considered.

Very respectfully,

BENEDICT CROWELL,  
*Acting Secretary of War.*

The SECRETARY OF THE NAVY.

WAR DEPARTMENT,  
PURCHASE, STORAGE AND TRAFFIC DIVISION,  
GENERAL STAFF,  
Washington, March 5, 1919.

From: Assistant to Director of Purchase, Storage and Traffic.

To: Navy Department (Bureau of Supplies and Accounts).

Subject: Allotment of storage space to Navy Department at Army supply bases.

1. On or about July 2, 1918, the War Department, through the Director of Purchase, Storage and Traffic, assigned to the Navy Department certain storage space at the Army supply bases under conditions set forth in memorandum of July 2, 1918, copy of which is attached hereto.

2. Attention is invited to the fact that the storage space assigned to the Navy was to be used only for the handling of supplies for ships to be loaded with Army cargo.

3. With the termination of hostilities overseas and the consequent reduction in Army shipments to France, the proposed shipping program was abandoned.

4. Under existing conditions the Navy is not called upon to supply ships loaded with Army cargo, and as a consequence there is no longer any valid reason for the assignment to the Navy of storage space in the Army supply bases.

5. The War Department is at present in urgent need of storage facilities for the care and preservation of Army supplies now being returned from overseas and resulting from the demobilization of troops.

6. In view of the situation as outlined above, the Director of Purchase, Storage and Traffic requests that all storage space occupied by the Navy Department at the Army supply bases be made available for the use of the War Department at the earliest possible date. The acuteness of the storage situation renders immediate action necessary.

By authority of the Director of Purchase, Storage and Traffic:

F. B. WELLS,  
*Colonel, General Staff,*  
*Assistant to Director of Purchase, Storage and Traffic.*

NAVY DEPARTMENT,

This agreement was later supplemented by an understanding that 300,000 square feet would be provided at Charleston.

2. At the time the question of space assignment was raised, the paramount issue in this connection for both the Army and Navy was the unloading and supplying of Naval Overseas Transportation Service vessels, and the two branches of the service were equally interested in securing a combination of warehouse space which would permit of the handling of these vessels in the most efficient manner.

3. Subsequent developments since the signing of the armistice eliminated certain ports as centers of Naval Overseas Transportation Service supply activities, and the Army space finally assigned to the Navy was as follows:

	Square feet.
Boston.....	542, 000
Norfolk.....	500, 000
With the promise of.....	1 250, 000
Charleston.....	450, 000
Baltimore.....	None.
New York.....	None.
Philadelphia.....	None.

4. At New York the Navy was forced in August, 1918, to commandeer buildings 3, 4, 5, and 6 of the Bush Terminal Co.'s warehouses in order to meet the urgent storage requirements at that time. Due to vigorous protests from the large number of manufacturing concerns which were about to be preempted from this space, the commandeering orders were withdrawn on account of the action of the Army in transferring to the Navy leased Bush Terminal warehouse No. 22 and 23 one-story warehouses adjacent thereto. This agreement was supplemented by a provision for the assignment to the Navy of 1,200,000 square feet of space in the eastern wing of the new Army terminal at Fifty-seventh Street, South Brooklyn, when completed.

5. The Army space assignment at New York had no particular connection with Naval Overseas Transportation Service activities and was intended to offset the relinquishment of property leased by the Army temporarily turned over to the Navy, and also to provide storage space for supplies removed from the large warehouses erected by the Navy on leased city property and also to house the activities located in the leased property belonging to the American Can Co., used as the Navy clothing factory.

6. The Boston warehouses were built especially for the Navy and were designed with the idea that they might ultimately be used for commercial purposes.

7. The general understanding with the Army in regard to the assignment of space at Boston, Norfolk, and Charleston was that the Army and the Navy would jointly use the supply bases for Naval Overseas Transportation activities, the Army to load the cargoes and the Navy to maintain the vessels. The first intimation that the Navy had regarding the Army's change of policy in connection with the Army's use of these bases was contained in an indorsement dated December 14, 1918, from the office of the embarkation branch of the Purchase, Storage and Traffic Division of the General Staff to the Chief of Naval Operations, in which it was stated that "after that date (end of December) all shipments of cargo from the Atlantic seaboard will be routed through New York and Norfolk, which ports will also be used solely for cargo returned from Europe in Army transports."

8. From the statement contained in the preceding paragraph it appears that the Army intends to abandon Boston and Charleston—not only in so far as Naval Overseas Transportation Service activities are concerned—but as bases for returned material. The space provided for the Navy at Boston is therefore eliminated from all consideration in so far as Naval Overseas Transportation Service activities are concerned. The space at New York was assigned not on the basis of Naval Overseas Transportation Service activities but in lieu of commandeered and leased spaces which the Army and Navy would have to relinquish. The situation in regard to the space at Charleston is the same as Boston with respect to the elimination of Naval Overseas Transportation Service activities and storage of returned supplies.

9. The very great reduction of Naval Overseas Transportation Service activities generally eliminate even Norfolk from serious consideration in so far as the necessity for providing storage space for either the Army or the Navy in this connection. Norfolk therefore becomes primarily a point for the reception of returned material.

10. The letter dated March 5, 1919, from the Assistant Director of Purchase, Storage and Traffic of the War Department, as referred to above, states as follows:

1 Additional if available.

"The War Department is at present in urgent need of storage facilities for the care and preservation of Army supplies now being returned from overseas and resulting from the demobilization of troops."

The Army constructed the bases at Norfolk and Charleston for the storage of Naval Overseas Transportation Service cargoes and originally assigned to the Navy a part of the available space at these terminals for the storage of Naval Overseas Transportation Service maintenance supplies. It seems therefore perfectly logical, since the Army now abandons the idea of using this space for Naval Overseas Transportation Service cargoes and in lieu thereof proceeds to occupy the space for "care and preservation of Army supplies now being returned from overseas," that the Navy should be equally favored and use its assignment of space for the "care and preservation of Navy supplies now being returned from overseas." The Navy is extremely hard pressed for storage space and it will be disastrous if the Army space which has been counted on in connection with the demobilization plans is not available.

11. The situation is as follows:

#### BOSTON.

Of the space assigned to the Navy at Boston, only 50 per cent is completed at the present time. The completed portion contains the following items:

Miscellaneous Overseas Transportation maintenance supplies.

Wool.

Mattresses.

Blankets.

Provisions.

Nothing.

The south wing will be used as follows:

1. Office space.
2. Quarters for enlisted men.
3. Storage of 26,000 bales of hemp.
4. Storage for wool.
5. Ship's equipment from vessels going out of commission.

	Square feet.
Boston space assigned to the Navy.....	542,000
Space in the Army section.....	1,978,700
Practically none of the above is occupied at the present time.	

#### NEW YORK.

	Square feet.
Space reserved by Army, including piers.....	3,275,000
Space assigned to Navy.....	1,250,000
Building not ready for occupancy before June 1.	

The Navy space will be used for the storage of the following, in so far as this space is available:

Radio material and miscellaneous engineering material removed from leased building of National Sugar Refining Co.....	41,660
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Leased space now occupied by the Navy is shown on appended table marked (a). The availability of the Army space will result in the relinquishment of most of the leased space.

## NORFOLK.

	Square feet.
Space reserved by Army, including piers.....	2, 626, 400
Space assigned to Navy.....	760, 000

Navy space available at present, 250,000 square feet, all of which is fully occupied. Two hundred carloads of material now awaiting storage in remainder of Navy space assignment as soon as buildings are ready for occupancy. Character of material now stored in this space is largely aviation equipment returned from abroad.

Material to be placed in remainder of Navy space is as follows:

	Square feet.
Clothing and provisions, approximately.....	150, 000
Miscellaneous Eagle boat material awaiting shipment from Ford plant at Detroit, Mich.....	80, 000
Material for destroyers No. 200 to No. 205, inclusive, awaiting shipment.....	80, 000
Listening devices and other material of a confidential nature awaiting shipment from New London.....	25, 000
Life floats, rafts, and other Construction and Repair material.....	85, 000
Reserve for miscellaneous material returned from abroad.....	136, 000
Total.....	536, 000

No definite assignment of space at present is possible for ordnance removed from Naval Overseas Transportation Service and merchant vessels, which material is now congesting the navy yards at New York and Norfolk, much to the detriment of industrial activities. The original intention was to provide a certain amount of storage space at Norfolk for this material.

## CHARLESTON.

	Square feet.
Space reserved by Army.....	1, 796, 800
Space assigned to Navy.....	450, 000

The Navy is temporarily occupying building No. 3 pending completion of buildings Nos. 1 and 2. None of the Army space, a large part of which is completed, has been occupied except for the storage of trucks and other handling equipment. A large part of the Navy space is definitely obligated as follows:

	Square feet.
Material now temporarily stored in Building 3 to be moved to Building 2... (This material comprises gas masks, gas-mask parts, gas-mask lockers, cordage, splinter mattresses, clothing, denim, drill, coaling baskets, miscellaneous material returned by ships placed out of commission, tubular life rafts, mail seaplanes, aviation material.)	120, 000
Material to be stored at Charleston as follows:	
Demobilization material removed from leased space at Charleston.....	85, 000
Drill and denim due from contractors and ships from New York.....	100, 000
Space reserved for overseas material, material due on contracts, and for emergencies.....	145, 000

12. With reference to the statements contained in the letter from the Director of Purchase, Storage and Traffic, dated March 5, 1919 (copy attached), it appears that justification of the joint use of storage space by the Army and Navy at the various Army supply bases depends upon the actual need for this storage space, in view of the fact that the necessity for which originally intended—namely, Naval Overseas Transportation Service activities, has disappeared. In other words, certain Government-owned storage exists and the Army and Navy are equally hard pressed for available storage. Neither the Army nor the Navy built storehouses during war time with the definite object of storing demobilization material, all of the space being intended for active operations. The demobilization and after the war period finds both branches of the service in a critical position regarding the storage of materials remaining from war time activities. The Navy naturally expects to use any previously assigned space to meet storage requirements in exactly the same manner that the Army proposes to use its space. The Navy, however, has no interior storage, while the Army is well equipped in this respect.

13. Just prior to the dissolution of the storage committee of the War Industries Board a meeting was held in the office of Mr. Peck, chairman of the committee, at which were present besides Mr. Peck representatives of the Army and Navy. At this meeting it was directed by Mr. Peck, speaking for Mr. Baruch, chairman of the

War Industries Board, that the War Industries Board would not in any way interfere with or overlap the work of the War and Navy Departments and, as it was evident that the two departments could easily cooperate on such matters, the storage committee would be abolished. It was directed that the Army and Navy representatives get together and pool their interests for the mutual benefit of the two departments, avoiding competition for space at the same ports. In accordance with the understanding arrived at, Army and Navy representatives acted jointly and the assignment of space at Army terminals is the direct result.

19. As an indication of the complete understanding at that time existing between all concerned, and the extent to which the War and Navy Departments were to cooperate in the erection of storage facilities for either department, the following is quoted from memorandum dated March 11, 1918, signed by representatives of both departments:

1. That whenever the War Department considers the erection of storage facilities, either at interior points or at the seaboard, the Navy Department be advised of the projects in order that the two departments may, so far as possible, coordinate their building or leasing projects and consolidate, so far as is desirable, the investments of the Government in storage facilities.

2. That whenever the Navy Department contemplates the erection of storage facilities, either at interior points or at the seaboard, it advise the War Department of its plans to the end that the War Department may cooperate with the Navy Department in such developments to the extent that it may deem desirable and wise."

20. At Boston the Navy originally leased 914,215 square feet of space at a cost of \$100.84 per annum. There has been given up so far 418,216 square feet of space, and the remainder will be relinquished as far as possible with the completion of the Army store assigned. At New York the Navy was leasing at the time of the armistice 1,000,000 square feet of space at an annual rental of \$1,221,277.08. The Navy will cancel most of these rentals when the space in the Army depot becomes available. At Norfolk and Charleston such space as the Navy has been renting has been given up with the turning over of a part of the assigned space at the Army terminals.

21. The Navy has counted on the Army space, and at a recent hearing before the Appropriations Committee the situation was explained as bearing on the reductions of these rentals. There are accordingly no funds available for renting storage space. The Navy must therefore have the assignment of space which it has been depending on and stores worth many millions of dollars are to be protected.

C. J. PEOPLES, *Acting.*

WAR DEPARTMENT,  
PURCHASE, STORAGE AND TRAFFIC DIVISION,  
GENERAL STAFF,  
Washington, March 24, 1919.

1. The Director of Purchase, Storage and Traffic, War Department.

2. Bureau of Supplies and Accounts, Navy Department, attention Admiral Peoples.

3. Storage space in warehouses at Army terminals.

Referring to my conference with Admiral Peoples this morning, and as a result of subsequent consultation with the Acting Secretary of War, you are informed that the needs of the War Department for storage space to provide for material now stored in the open and deteriorating and for material now coming from production and from storage are so immediately urgent that it is considered necessary that all Army terminal storage space now occupied or heretofore assigned to the Navy for certain purposes should be made available for Army use at the earliest possible date. Therefore it is desired that the Navy place no more stores in the warehouses at the Army terminals at Boston, Norfolk, and Charleston, and further that the Navy take steps to vacate the space at present occupied in those warehouses as soon as possible.

You will be advised as to the desires of the War Department in reference to the space heretofore assigned to the Navy at the South Brooklyn Army terminal as soon as that matter can be further investigated.

GEO. W. BURR,  
Major General, Assistant Chief of Staff,  
Director of Purchase, Storage and Traffic.

MARCH 25, 1919.

Memorandum for the Director of Purchase and Storage:

Referring to my letter of the 24th instant to the Bureau of Supplies and Accounts, War Department, on the subject of storage space occupied by the Navy in warehouses at Army terminals, copy of which letter has been furnished you, you are

instructed to have the terms of that letter carried out; that is, first, the Navy shall place no more stores and therefore occupy no more space than at present occupied in the warehouses at the Army terminals at Boston, Norfolk, and Charleston; second, the Navy shall vacate and turn over for Army use as rapidly as possible the space now occupied in those warehouses, the space vacated by the removal of stores by the Navy to be turned over to Army use as rapidly as possible.

2. You will please give instructions that your storage officers at the terminals named shall survey the condition of the Navy stores now in Army warehouses at these terminals with a view to determining whether or not those stores are occupying more space than is necessary, and, if it appears that they are occupying more warehouse space than is necessary, to make immediate report to this office as to the amount by which the space occupied can be reduced, etc., in order that this office may take the matter up with the Navy Department with a view to having the Navy stores consolidated and the space vacated restored to Army use.

GEO. W. BURR,  
Major General, Assistant Chief of Staff,  
Director of Purchase, Storage and Traffic.

NAVY DEPARTMENT,  
Washington, March 27, 1919.

From: The Acting Secretary of the Navy.

To: The Acting Secretary of War.

Subject: Release of storage space.

Receipt is acknowledged of letter dated March 24, 1919, from the Director of Purchase, Storage and Traffic—following a conference between representatives of the War and Navy Departments—wherein the request is made "that the Navy place no more stores in the warehouses at the Army terminals at Boston, Norfolk, and Charleston; and, further, that the Navy take steps to vacate the space at present occupied in these storehouses as soon as possible."

Under date of March 11, 1918, it was agreed between the War Industries Board and the representatives of the Army and the Navy "that the two departments may as far as possible cooperate in their building and leasing projects and consolidate, so far as possible, the investment of the Government's funds for storage facilities."

In letter of July 6, 1918, with respect to the storage assigned at the various ports, the Navy stated: " \* \* \* storage space so occupied by the Navy to be relinquished after the war upon such date as the Navy may vacate the premises, it being understood that the circumstances after the war may necessitate the Navy's occupancy of this space for a considerable period of time," this for obvious reasons, as it was not then known how long the Navy would be engaged in the N. O. T. S. service, the bringing of Army troops and cargoes home and the development of Navy storage plans then under consideration.

The sudden termination of the war has brought unusual conditions to both services with respect to storage, and it is fully understood that the War Department must lease additional space to care for Army supplies banking up by reason of the comparatively sudden and rapid demobilization.

It must be borne in mind that each department, in cooperating to the fullest extent possible to help win the war, has borne many expenses without reimbursement.

On all troop transports the pay of officers and men and the subsistence of crews are charged directly to current Navy appropriations and the entire cost of the commission and maintenance of the 25 battleships and armed cruisers now engaged in bringing home troops from abroad is not charged to Army appropriations, these expenses aggregating about \$60,000,000 per annum. In the case of the troop transports, the cost of pay and subsistence is a direct and independent outlay over and above the Navy's regular expenses.

The Navy has now under construction at Boston and Philadelphia modern storage buildings which will be furnished within the next six months, probably earlier. At Norfolk contracts have actually been authorized for the construction of storage facilities at the naval operating base, which should be ready in about nine months. The completion of these projects was delayed during the war by reason of the original agreement with the War Industries Board, of March 11, 1918, all efforts being centered upon the completion of the Army's projects.

The present needs of the Navy are such that it will be a physical impossibility to comply with the Army's request of March 24, 1919, until the Navy's projects at Boston, Philadelphia, and Norfolk are completed. In the meantime, the Navy's stocks are being turned over and shifted from point to point and it is requested that the Navy

be permitted the use of the space at Boston, two-thirds of the space assigned to it at Norfolk, and at Charleston one-half of the space previously assigned by the Army, this with the understanding that upon completion of the Navy storage projects at Boston, Philadelphia, and Norfolk the space will be vacated as fast as stores can be removed to their new locations and become immediately available for Army storage.

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**WAR DEPARTMENT,  
PURCHASE, STORAGE AND TRAFFIC DIVISION, GENERAL STAFF,  
Washington, March 31, 1919.**

**From:** Director of Purchase, Storage and Traffic, General Staff, War Department.  
**To:** Bureau of Supplies and Accounts, Navy Department.  
**Subject:** Storage space at South Brooklyn Army Terminal.  
**Attention** Admiral Peoples.

1. Referring to my letter of March 24, 1919, to the Bureau of Supplies and Accounts, Navy Department, subject: Storage space in warehouses at Army terminals, in which you were informed that the desires of the War Department in reference to the space heretofore assigned to the Navy at South Brooklyn Army Terminal would be communicated as soon as practicable.
2. You are informed that the needs of the War Department for storage space to provide for material now unprotected and material now coming from production and from overseas are so immediately urgent that the department is forced to ask that all Army terminal storage space now occupied by, or heretofore assigned to, the Navy be made available for Army use at the earliest possible date.
3. Since the Navy is not yet in occupancy of the space at the South Brooklyn Army Terminal heretofore assigned it, and since under present conditions its occupancy for N. O. T. S. ship supplies is no longer necessary, you are informed that the space is no longer considered available for Navy use and that the Army will occupy this space as it becomes available.
4. This letter, with my letter of March 24 above cited, covers, it is believed, all the Army storage space heretofore assigned to the Navy.

**GEO. W. BURR,  
Major General, Assistant Chief of Staff,  
Director of Purchase, Storage and Traffic.**

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**WAR DEPARTMENT,  
PURCHASE, STORAGE AND TRAFFIC DIVISION,  
GENERAL STAFF,  
Washington, D. C., March 31, 1919.**

**Memorandum to Gen. Marshall, Chief of Construction Division:**  
**Subject:** Navy storage space at Army terminals.

1. Under arrangements made some months ago the Navy was assigned certain warehouse space at the new Army terminals for the storage of ship supplies required for the maintenance of the Transport Service.
2. The reasons for such use no longer existing, the Assistant Secretary of War, Mr. Crowell, recently instructed me to take steps to have the Navy vacate this space in order that it should be available for use by the Army.
3. I have had conferences with representatives of the Navy and have recently written to them, stating the decision of the War Department that the arrangements heretofore made respecting this space are considered ended and stating that the Navy would not be permitted to occupy any of the space heretofore assigned to it not already occupied and that it would be required to vacate as soon as possible the space in the Army terminals now occupied by the Navy.
4. I am sending you this information for your guidance, since some of these warehouses at Boston, South Brooklyn, Norfolk, and Charleston are still under the jurisdiction of the Construction Division, and you will probably desire to inform your constructing officers of the changed status in order that they may not permit any action by the Navy in contravention of the desires of the Assistant Secretary of War as expressed above.

**GEO. W. BURR,  
Major General, Assistant Chief of Staff,  
Director of Purchase, Storage and Traffic.**

NAVY DEPARTMENT,  
Washington, July 2, 1918.

Memorandum for the commission on the disposition of traffic and storage bases of the United States Army, marine terminals, warehouses, and other fixed and movable property capable of utilization in commerce.

On March 11, 1918, Mr. Bernard M. Baruch, chairman of the War Industries Board, called a meeting of Mr. George N. Peek, chairman of the storage committee; G. F. B. Wells, director of storage (War Department); and Rear Admiral C. J. Peoples representing the Navy, for the purpose of providing cooperation between the Army and the Navy with respect to storage projects. As a result of this conference, the following agreement was entered into:

1. In order to avoid wasteful competition between the Army and Navy in the building or leasing of warehouse facilities, it is recommended:

"(1) That whenever the War Department considers the erection of storage facilities either at interior points or at the seaboard, the Navy Department be advised of such projects in order that the two departments may, so far as possible, coordinate the building or leasing projects and consolidate, so far as is desirable, the investments of the Government in storage facilities.

"(2) That whenever the Navy Department contemplates the erection of storage facilities, either at interior points or at the seaboard, it advise the War Department of its plan to the end that the War Department may cooperate with the Navy Department in such developments to the extent that it may deem desirable and wise."

2. To accomplish the desired results, it is suggested that direct communication relative to all storage matters be established between the proper division in the War Department and the office of the Director of Storage and Traffic in the War Department, to the end that both departments may be kept fully advised as to project storage construction.

THE DIRECTOR OF STORAGE AND TRAFFIC,  
By FREDERICK B. WELLS,  
Lieutenant Colonel, Q. M. C. N. A., Director of Storage.

THE PAYMASTER GENERAL OF THE NAVY,  
By C. J. PEOPLES,  
United States Navy,  
Assistant to the Paymaster General.

The Army proceeded with the development of quartermaster terminals at the various ports and made the following assignments of space to the Navy:

- At Boston, 480,000 square feet.
- At New York, 1,200,000 square feet.
- At Philadelphia, 200,000 square feet.
- At Baltimore, 200,000 square feet.
- At Norfolk, 500,000 square feet.
- At Charleston, 300,000 square feet.

At ports other than New York this space was assigned to the Navy subject to the following terms:

(a) Reimbursement for the use of this space to be at a rental figure mutually agreed upon between the two departments, it being understood that the Navy was to be charged with its proportionate cost of watchmen, policemen, electric current for charging motor trucks, for elevator service, cleaning service, heat and light, and such other charges as ordinarily are required in connection with the maintenance of a building.

(b) Rail movement of supplies into store to be under control of the Army representatives.

(c) Storage space provided was to be used for handling of supplies for ships to be loaded with Army cargo.

(d) Storage space so occupied by the Navy was to be relinquished after the war, upon such date as the Navy might vacate the premises, it being understood that the circumstances after the war might necessitate the Navy's occupancy of this space for a considerable period of time—this for the reason that the Navy was expected to be on an increasing basis (as compared with prewar conditions).

At New York the reasons for the assignment of the 1,200,000 square feet in the Army terminal, as above stated, were as follows:

In March, 1918, it was agreed between the Navy and the War Department that the Army would confine its developments of storage facilities to the southward of Thirty-seventh Street, South Brooklyn, the Navy going to the north.

The Navy proceeded with the development of the fleet supply base, between Twenty-ninth and Thirty-seventh Streets, and the War Department with its expeditionary depot on Thirty-seventh Street.

In May, 1918, the Navy commandeered Bush Buildings 3, 4, 5, and 6, near Thirty-fifth Street, requiring them to be vacated on or before December 1, 1918.

In providing additional storage facilities for fleet and ship supplies it was the Navy's policy, in view of the agreement made under date of March 11, 1918, to rent existing facilities in order to not stand in the way of the construction program of the War Department. At that time all construction work was under governmental control because of the then existing shortage of labor, building materials, and the like. The Navy's plan with respect to permanent storage facilities was postponed for the reasons stated until after the war, as it could not then be told whether the Navy was to continue operating the ships for the Emergency Fleet Corporation, and it had not been determined as to what the size of the fleet on a postwar basis would be.

In order to not dispossess the manufacturing concerns in Bush Buildings 3, 4, 5, and 6, the War Department in September, 1918, voluntarily offered to the Navy 1,200,000 square feet of space at Fifty-seventh Street, and the Navy's commander orders were accordingly canceled.

Under date of March 5, 1919, the War Department canceled its previous assignment of space to the Navy, the primary reason being:

"The War Department is at present in urgent need of storage facilities for the care and preservation of Army supplies now being returned from overseas and resulting from the demobilization of troops."

As it was a physical impossibility for the Navy to move out of the space it had so occupied, it was agreed under date of April 11, 1919, between the two departments that at Boston the Navy would move out October 1, 1919; at New York the space would not be occupied; at Norfolk the Navy would vacate December 1, 1919; and at Charleston by October 1, 1919.

This forced the Navy to continue its rentals, aggregating \$1,000,000 per annum, as listed on pages 426 and 435, inclusive, of the hearings of the Paymaster General of the Navy before the Committee on Naval Affairs, House of Representatives, on June 5, 1919, and in accordance with which Congress has appropriated \$1,000,000 to continue rentals for the next year. The chairman of the Committee on Naval Affairs, however, has appointed a subcommittee, consisting of three Members, to inquire into the question as to what Government-owned property is or may be available, so as to avoid these rentals—the subcommittee consisting of Representatives P. H. Kelley, Milton Kraus, and Samuel J. Nicholls.

The situation at South Brooklyn is particularly urgent, for there the main provisions and clothing depot for the Navy occupies a commandeered building of the American Can Co., also Pier 35, and certain other property upon which permanent improvements were made, which belong to the city of New York, and for which rentals must be paid. The situation being shown in detail on pages 416 to 425, inclusive, of the hearings of the Paymaster General of the Navy, hereto attached.

The Navy's needs at the various ports are summarized as follows:

At Boston, 480,000 square feet

At New York 1,200,000 square feet, together with one pier for loading supply ships and making shipments by water to Atlantic range ports.

At Philadelphia, 200,000 square feet.

At Norfolk, 240,000 square feet.

At Charleston, 200,000 square feet.

The act-making appropriations for the support of the Army for the fiscal year ending June 30, 1920, contains the following provision:

"Disposition of real property by sale or lease: That the President is hereby authorized, through the head of any executive department, upon terms and conditions considered advisable by him or such head of department, to sell or lease real property or any interest therein or appurtenant thereto acquired by the United States of America since April 6, 1917, for storage purposes for the use of the Army which, in the judgment of the President or the head of such department, is no longer needed for use by the United States of America and to execute and deliver in the name of the United States and in its behalf any and all contracts, conveyances, or other instruments necessary to effectuate any such sale or lease."

Particular attention is invited to that part of this provision which provides that no part of any property required for storage facilities for use of the Army is to be disposed of until it "is no longer needed for use by the United States of America."

We find that the ports of Boston, Philadelphia, Norfolk, and Charleston do not require for commercial purposes and development of trade all of the space in these terminals, and while at New York there is a shortage of commercial shipping facilities.

ties at that point we are face to face with the proposition of one branch of the Government being compelled to pay considerable sums in rentals and will have to continue to pay them with the increase in the size of the fleet on a post-war basis. At all points other than New York there is ample space for naval and commercial requirements in the existing terminals, and at New York it seems to be merely a question of providing for the full use by the Government itself of property owned by it.

With reference to the Army appropriation act above quoted attention is also invited to the fact that the act making appropriations for the Naval Service for the fiscal year ending June 30, 1920, contains the following provision:

"The interchange without compensation therefor of military stores, supplies, and equipment of every character, including real estate owned by the Government, is hereby authorized between the Army and the Navy upon the request of the head of one service and with the approval of the head of the other service."

In this connection, the following is quoted from a memorandum prepared by Vice Admiral H. P. Jones—the original Navy member of this commission:

"The operations of the Navy are on the water and continue in peace as well as in war on that element, and for those operations terminal bases and warehouses are absolute necessities. The operations of the fleet and accessories require extensive water shipments overseas and coastwise in the handling of which port terminal facilities are necessary. Such facilities offered by the navy yard at the principal basic ports are entirely inadequate in view of the fact that all the space at these yards is required for industrial purposes in the building and repairing of ships, leaving no dock space on the water front or storage space in the yard for active cargoes. It therefore becomes absolutely necessary to procure facilities elsewhere. This must be done either by purchase and building at a great cost to the Government, or the facilities already built and paid for by the Government must be utilized.

"The following propositions are to be considered and the answers should govern in the final decision:

"First, does the Army need the space?

"Second, if the Army needs a given amount of space, is it equally satisfactory to utilize inland space, instead of port storage?

"Third, does the Navy need additional space?

"Fourth, can the Navy utilize inland space as well as port space?

"The last question is almost superfluous for the reason that it is perfectly obvious that the Navy's interests are on the seaboard and that the port facilities embraced in the terminals are exactly what the Navy needs to extend the inadequate navy yard establishment and to satisfy the storage, shipping, and berthing requirements, all of which are definite military needs and, therefore, should be first considered in any disposition of the property. The principal activities of such bases, when used by the Navy, would be in connection with the handling of ships and the construction of the bases is such as to afford proper facilities for this work."

There must be considered the prospective Governmental needs so that after the preliminary needs are satisfied by the assignment to the Navy of such space as is needed to carry on its current work, there is the question of holding for the Army's use in times of national emergency such facilities as may be needed. With this reservation clearly in mind, the question is presented as to the proper management of the property. The Navy's needs are present and real—it is handling an actively going business at each port.

It is requested that the space stated above be turned over to the control of the Navy for stocks of naval supplies, material, and equipage with requisite receiving and shipping facilities therefore after a mutual arrangement between the two departments as to character and location of said space and agreement with respect to charges for maintenance and upkeep, and other administrative questions pertaining thereto.

C. H. BURRAGE,

*Rear Admiral, United States Navy, Navy Member.*

WAR DEPARTMENT,  
Washington, September 26, 1919.

From: The Secretary of War.  
To: The Secretary of the Navy.  
Subject: Storage space at Boston.

1. I have the honor to acknowledge your letter of September 3, 1919, on the above subject, in which the Navy proposes the following: Instead of the relinquishing by the Navy of the south wing of the Boston Army terminal on October 1, as heretofore agreed, the Navy agrees to rent for the Army equivalent outside space. This procedure, it is stated, would result in a saving of \$50,000 to the Government, which is

the amount it would cost the Navy to move. This move is considered by the Navy undesirable in view of anticipated recommendations at a later date by the Joint Army and Navy Board to rent to the Navy such space as becomes available in the Army terminals.

2. The War Department would be willing to agree to the proposed arrangements were it not for the fact that the continued use by the Navy of Army storage throws a burden upon the Army which can not be estimated in terms of equivalent storage in another locality. There is an existing shortage of storage in the Army to-day which is being rendered more acute by the return of large amounts of supplies from France, and indications are that there will be no excess Army storage space for many months to come. To conduct the Boston base economically, particularly to eliminate overhead, it is highly desirable to concentrate Army storage activities in this city in one place. For these reasons, it is requested that the Navy adhere to the original agreement and vacate the south wing of the Boston Army terminal after October 1, 1919.

NEWTON D. BAKER,  
*Secretary of War.*

NAVY DEPARTMENT,  
*Washington, December 6, 1919.*

From: Secretary of the Navy.

To: Secretary of War.

Subject: Warehouse No. 1, Army Supply Base, Norfolk, Va. Request that Navy be permitted to occupy beyond January 1, 1920.

Inclosures: (A) Copy of letter of commandant fifth naval district, No. 26-1, dated November 19, 1919, on above subject. (B) Copy of Bureau of Supplies and Accounts first end. No. 112-79 112-22, dated November 21, 1919.

If the circumstances set forth in the attached correspondence are true, relative to the leasing by the War Department of certain space at the Army terminal at Bush Bluff, Norfolk, Va., for commercial purposes, reconsideration is requested of the War Department's requirement that the Navy vacate storage space in warehouse No. 1 by January 1, 1920.

It is understood that one of the principles laid down by the board appointed by the Secretary of War to consider the ultimate use to be made of certain Army terminals was to the effect that the Navy Department would be given first claim on such space in these terminals which might no longer be required by the War Department previous to their being leased for commercial purposes.

This request is made for two principal reasons, as set forth in the attached correspondence:

First. In order to save considerable money to the Government, which would be entailed in moving the stores from the Bush terminal to the Navy storehouses at the naval operating base, Hampton Roads, to save the cost of damage which might be entailed in moving this material and to facilitate and shorten the time of final disposal of a great part of this material by sale or condemnation.

Second. If the Navy is allowed to retain use of warehouse No. 1 at the Bush terminal, the space which would otherwise have to be used in the warehouses at the naval operating base, Hampton Roads, can be used for the storage of considerable material now in rented spaces in other facilities, thereby allowing cancellation of these leases and the saving of considerable additional money to the Government.

JOSEPHUS DANIELS.

WAR DEPARTMENT,  
*Washington, January 7, 1920.*

From: The Secretary of War.

To: The Secretary of the Navy.

Subject: Warehouse No. 1, Army supply base, Norfolk, Va.

1. Referring to your communication of December 6 on the above subject, you are advised as follows:

The proposed utilization of space at the Army supply base at Norfolk does not contemplate the use of these facilities for dead storage, but only contemplates using piers and so much of the head house as may be needed to permit commercial cargo to pass through the piers. The decision to utilize the Army supply base for this purpose was brought about by the urgent commercial need for pier space at Norfolk.

The policy agreed upon by the committee appointed by me some time ago to recommend a policy with reference to the use of these terminals contemplate that space will first be allocated to other Government agencies, and the department is prepared at this time to permit cargo to pass through the terminals for the Navy Department or any of the other Government agencies. What the Army desires to do, however, is to free the terminals of what is known as "dead storage."

In the operation of the Army terminals it is contemplated that all bureaus of the War Department will rid these terminals of dead storage as rapidly as conditions will permit. Accordingly, request is made of the Navy to vacate warehouse No. 1 which, I understand, is at present filled with supplies which may be designated as "dead storage."

2. I hope, therefore, that it will be possible for the Navy to carry out the original agreement, which was modified somewhat as to time in subsequent correspondence, to vacate the warehouse in question at the earliest possible date. At the same time I desire to assure you that the Army terminals, both at Norfolk, New York, and any of the other points, are available for use of the Navy Department in handling supplies intended for shipment and which will not remain in these terminals over 30 days.

NEWTON D. BAKER,  
*Secretary of War.*

WAR DEPARTMENT,  
*Washington, January 20, 1920.*

From: The Secretary of War.  
To: The Secretary of the Navy.  
Subject: Pier space.

1. Inclosed herewith is a true copy of a letter addressed to the Assistant Secretary of War by Mr. Murray Hulbert, the commissioner of docks, city of New York.

2. In accordance with previous communications from the department, I beg to advise you that the chief of Transportation Service has been instructed to accept at any of the Army supply bases all live cargo of the Navy destined for shipment overseas. While the War Department is unable to authorize storage space for dead cargo at the South Brooklyn terminals, it desires that these terminals be utilized for the purpose for which they were constructed in the development of the American merchant marine, and it is believed that much can be done by cooperation between the governmental departments and the city of New York in the utilization of pier space there.

3. I will be very glad to have your views on this matter, and if it meets with your approval, I suggest that the representative of your office handling this matter communicate directly with the chief of Transportation Service relative to the details of this matter.

NEWTON D. BAKER.

CITY OF NEW YORK, DEPARTMENT OF DOCKS,  
OFFICE OF THE COMMISSIONER,  
*Pier A, North River, January 14, 1920.*

HOB. BENEDICT CROWELL,  
*Assistant Secretary of War, Washington, D. C.*

DEAR SIR: You have doubtless heard a great deal about the alleged congestion in the port of New York.

The United States Navy secured during the war and still occupies the 1,740-foot pier at the foot of Thirty-fifth Street, South Brooklyn. This pier will accommodate six good-sized vessels or eight small vessels at one time, but the Navy does not have occasion to accommodate more than one or two at a time. Hence there are several available berths, while ships are at anchor for days at a time in the harbor awaiting a berth at which to discharge and reload.

The Navy's existing tenure of pier at Thirty-fifth Street, South Brooklyn, will expire June 30, 1920, and the Secretary has lately taken up with us the matter of securing proper accommodations thereafter.

This prompts me to inquire what disposition is to be made by the War Department of the piers at the Army base and whether it is not possible to provide the Navy with the necessary accommodations thereat.

You will appreciate that knowledge on our part is essential in order that we may know what action to take in the disposition of other water-front improvements to best serve the interests of the commerce of the port of New York.

Yours, very truly,

MURRAY HULBERT,  
*Commissioner of Docks.*

NAVY DEPARTMENT,  
Washington, February 19, 1920.

From: The Secretary of the Navy.

To: The Secretary of War.

Subject: Pier space in South Brooklyn.

Reference: Letter from Secretary of War to Secretary of Navy, dated January 20, 1920.

It is understood from your letter of January 20, 1920, that the chief of the Transportation Service of the Army has been instructed to accept at any of the Army supply bases all live cargo of the Navy destined for shipment overseas. This action is fully appreciated and the Navy will take advantage of the offer as occasion arises.

The communication from the commissioner of docks of New York City, forwarded with your letter referred to above, had particular reference to the Thirty-fifth Street pier in South Brooklyn, which pier has been leased by the Navy and is now desired by the city in order to serve commercial interests which are clamoring for pier space. The Navy would be very glad to give up this pier provided suitable pier space in the same vicinity is available in exchange. It is evident, however, that the fleet supply base, which is located between Twenty-ninth and Thirty-fifth Streets, South Brooklyn, can not be operated economically without a suitable pier immediately adjoining some part of this property.

As you are no doubt aware, the Navy is leasing from the city of New York a large tract of land on the water front between Thirtieth and Thirty-sixth Streets on which the following buildings have been erected:

	Square feet.
(a) 1-story concrete warehouse.....	161, 186
(b) 1-story concrete warehouse.....	163, 452
(c) 2-story frame storehouse.....	242, 000
(d) 2-story frame storehouse.....	227, 000
(e) 1-story hollow-tile aviation storehouse.....	112, 200
<b>Total.....</b>	<b>905, 838</b>

Under the present arrangement the Navy must vacate this property when the present lease terminates on June 30, 1920, and, in accordance with the terms of the agreement, the improvements, including the warehouses, railroad trackage, etc., will become the property of the city. The Navy will therefore lose over 900,000 square feet of storage space, together with pier, which is also included in the lease agreement.

In addition to the rented property referred to in the preceding paragraph, the Navy is leasing from the American Can Co., at an annual rental of \$160,000, a six-story building, used as a naval clothing factory and as a distributing point for uniforms and equipment issued to the enlisted personnel. This building is located at Forty-third Street and Third Avenue, South Brooklyn, and is considered as a part of the fleet supply base.

For the city property, the pier, and the American Can Co.'s building referred to above, the Navy is paying an annual rental of approximately \$500,000. The leases all expire on June 30, 1920, and negotiations are now pending for the renewal of leases on such of this property as it may be necessary to retain after that date. It is probable that the city will demand a rental for the reduced area equal to the amount now being paid, as the present rental is based on the acquisition by the city of certain valuable improvements which the Navy surrenders upon the termination of the lease.

The supply base proper embraces the following structures and facilities:

	Square feet.
8-story concrete storehouse (A).....	1, 121, 864
8-story concrete storehouse (B).....	918, 773
Storehouses mentioned above on city property.....	905, 838
American Can Co.'s building.....	400, 000
Miscellaneous office buildings and shops.....	14, 000
Garage.....	12, 800
<b>Total storage.....</b>	<b>3, 373, 275</b>
<b>Thirty-fifth Street Pier.....</b>	<b>304, 500</b>

Power plant, two float bridges, car ladder, and yard trackage.

The value of all material carried by the supply base is \$84,000,000. The total number of employees at the present time is 3,826.

If it were possible to consolidate the various sections of the supply base in one establishment, the operating expenses could be materially reduced. If such an establishment could be located in Government-owned space, it would be possible to relinquish the rented property at a saving of \$500,000 per annum.

In view of the fact that the Army terminal at South Brooklyn will be available for actively moving stock, and that this terminal possesses all of the essential requirements of a navy fleet supply base, it would seem to be for the best interests of the Government if arrangements could be made whereby the Navy released all of the rented property in the vicinity of Thirty-fifth Street and transferred the activities of the fleet supply base to the Army terminal. The establishment thus set up would be an active supply base and in no sense a repository for dead stock. Certain material would remain in storage for some time before being issued on account of the uncertain demands from vessels of the fleet.

Should it be possible to secure the necessary space in the Army terminal, this arrangement would release for commercial purposes approximately 1,200,000 square feet of space in the large Navy storehouse at Thirty-first Street which would be vacated by this transfer.

As negotiations are now pending with the commissioner of docks, New York City, for the retention of leased property after June 30, 1920, an expression of views will be appreciated. If there is any likelihood that such an arrangement can be made, further steps tending to a renewal of present leases may be abandoned.

JOSEPHUS DANIELS.

Mr. DARROW. I never could understand why the War Department declined to let another department of the Government have it when they don't use it, and compel you to go to a large expense to obtain space elsewhere.

Mr. PADGETT. They said they were going to utilize it for commercial purposes; in other words, rent it, as I understood, for commercial purposes.

Mr. HICKS. And lose money on the one hand while they may save a little on the other, and while one hand takes in and the other spends, compels us to pay out more money by hiring another pier.

Mr. DARROW. And in this case, Mr. Chairman, they have rented those spaces to outside people. They advertised them in the newspapers, that they were for rent.

The CHAIRMAN. Was that the State of Connecticut?

Mr. DARROW. No, sir; that is in Philadelphia. The Army advertised there. The Army advertised these storehouses for rent and would not allow the Navy to use them.

The CHAIRMAN. Mr. Darrow, there is no use of us having any discussion about it; the Army does not propose to give us that storage space, or let us have it, and there isn't anybody that I know of that can compel the Army to do it; so let us get away from that.

Mr. McPHERSON. I think if we would back up our proposition by legislation in this bill, that we can put some legislation in here that everybody in this House would agree to, and we can get the Navy that space by putting it in the bill, putting some legislation in there compelling the War Department to give it to them.

Mr. PADGETT. Any one member could strike it out on a point of order.

Mr. McPHERSON. I think it would be so popular that nobody would object to it.

The CHAIRMAN. Mr. McPherson, there ought to be somewhere some central authority which would enable the storage of goods upon Army ground if the space can be found and it is a saving to the Government to make the storage there.

Mr. McPHERSON. I think I know where the authority is, and that is Congress. I think we can compel them to do it.

Mr. AYRES. Is the War Department bigger than Congress?

The CHAIRMAN. Well, there ought not to be any necessity for congressional legislation. It is all one common property, and it ought to be administered to the best advantage to the Government.

Mr. KELLEY. Can you suggest any legislation, Admiral McGowan, that would cover this matter, providing that the War Department should allow the Navy Department such space as it did not use for its own personal uses?

Mr. PADGETT. I think that would be rather embarrassing.

Admiral MCGOWAN. That would be, I think, Judge Kelley, a little unnecessarily personal. If you care to just say that no executive department of the Government could keep for other than its own purposes any space at any place where another executive department needed it for its purposes, it would cover the same purpose, and I don't think that would be subject to a point of order.

Mr. KELLEY. If they are going to rent it to somebody, the Government ought to have the preference.

Admiral MCGOWAN. They ought to have priority.

Mr. PADGETT. There is already authority in the statutes authorizing the War Department and the Navy Department to make exchanges.

Mr. KELLEY. I want to direct them to do it.

Admiral MCGOWAN. I think what Judge Kelley means is the difference between "may" and "must." That could be worded, I am sure, so that it would not be subject to a point of order.

The CHAIRMAN. I think this would be subject to a point of order.

Admiral MCGOWAN. No; it is a provision that saves the Government money.

The CHAIRMAN. Of course it would have to appear on its face that that is what it would do.

Admiral MCGOWAN. That would appear on its face. There is \$160,000 in it.

The CHAIRMAN. If you will read the opinion of one of the best parliamentarians that I ever knew, Judge Saunders, of Virginia, on that point—now I am not sure that that shows upon the face of it that it is a saving; whether we would not have to go into arguments and deductions in order to show that.

Admiral MCGOWAN. I would not presume to argue with you, Mr. Chairman; but if anything could be plainer as a saving than not having to rent what you have already got, I can not think what it would be.

The CHAIRMAN. At first blush I think you would be right, and I hope you are.

Mr. PADGETT. I think, Mr. Butler, this situation might come about; they could come along and say: "We are renting this property for more than you propose to save." They might be getting \$200,000 for it, and they could say: "We are renting this for \$200,000, and you are proposing to save \$160,000; we have got a net profit of \$40,000 to turn into the Treasury."

Admiral PEOPLES. Here is an illustration, Mr. Padgett. What happened at Boston? The Navy had certain materials in Army space at the Commonwealth Army Terminal, and the War Department informed the Navy Department that it would need that space for its own uses. It amounted to about 240,000 square feet of space. The Navy said to the War Department: "Very well; it is going to cost

the Navy \$60,000 to move out. The Navy will be agreeable if the Army will rent the space outside and the Navy will pay the cost of it."

Mr. PADGETT. And you had to pay \$60,000 for handling that material?

Admiral PEOPLES. Just to move out.

Mr. BROWNING. \$40,000 to move out?

Admiral PEOPLES. \$60,000.

Mr. PADGETT. The whole thing looks to me like the Army has got the space there, and instead of renting it to somebody else they ought to be made to turn it over to another branch of the Government.

Mr. AYRES. What authority has this board?

Admiral PEOPLES. There was a board, Mr. Ayres, appointed by the Secretary of War about last July or August to recommend the disposal or use of these Army terminals, and that board submitted its report to the Secretary of War. Whether or not it has been approved in toto I am not sure, but I do know that space is being rented commercially at certain places.

Mr. KELLEY. Do you know, Admiral, of a great deal of space owned by the Army now that is not rented to anybody or not used by the Army itself?

Admiral PEOPLES. Mr. Kelley, at the present time I do not know, but three months ago, when the War Department forced the Navy to vacate Charleston, S. C., for example, the Navy was compelled to give up about 80,000 square feet of space there and remove its stores, when there was over 1,000,000 feet of Army space unoccupied.

The CHAIRMAN. You know that is all wrong—I don't give a picayune who issues the order; it is wrong. And how much did it cost the Government to move?

Admiral PEOPLES. At Charleston; I do not have the figures at hand now.

The CHAIRMAN. About how much?

Admiral PEOPLES. About \$47,000 at Charleston alone.

Mr. KELLEY. What is our rental asked for—for the coming year?

Admiral PEOPLES. \$600,000.

The CHAIRMAN. Now, how about the next building, Admiral Peoples?

Admiral PEOPLES. There is in the third naval district an item of \$26,500 rental for a communication office under Operations.

The CHAIRMAN. Where is that district?

Admiral PEOPLES. That is at 44 Whitehall Street, New York City. The rest of it is all storage, which we have just been talking about.

Mr. KELLEY. Storage is the one big item.

The CHAIRMAN. Yet we are asked to retain these districts, and there is an item of \$30,000 or \$40,000 just for the rental of offices over in New York.

Mr. PADGETT. It seems to me the whole gist of the matter is that where the War Department has got vacant space and is not going to use it, instead of renting it to an individual for commercial use it should turn it over to the Government for Government use.

The CHAIRMAN. You have told us of rentals of about \$200,000, haven't you, Admiral Peoples?

Admiral PEOPLES. No, sir; of that \$545,000 in New York, the \$160,000 plus \$350,000 plus \$14,000, about \$524,000, is tied up in

connection with this question of storage space which we have been discussing.

The CHAIRMAN. \$524,000?

Admiral PEOPLES. \$524,000; yes, sir.

Mr. KELLEY. What is that \$350,000 in the third district for?

Admiral PEOPLES. That is for the pier and the rental of land from the city of New York.

Mr. PADGETT. Right in that connection; if the Army would turn over to you that 360,000 square feet of space in this terminal that you spoke of, would that take care of the \$160,000 and the \$350,000?

Admiral PEOPLES. No, sir.

Mr. PADGETT. It would take care only of the \$160,000?

Admiral PEOPLES. Of the \$160,000.

Mr. PADGETT. Then you would still have to rent the \$350,000 plus those smaller items that you mentioned?

Admiral PEOPLES. Yes, sir. Now in that item of \$350,000, if the Navy could get from the Army in addition to that 360,000 square feet of space, say one-half of the pier, one-half of one of the three piers that are at the Army terminal, that would cut down that item of \$350,000 to about \$240,000. Now the item of \$240,000 represents the leases that are signed by the Navy on land belonging to the city of New York upon which the Navy built permanent structures during the war.

Mr. PADGETT. Under a provision that was carried in the appropriation bill, necessitated by the law of New York State and the charter of the city of New York, the lease had to contain a provision that the improvements placed on it at the termination of the lease should revert to the city of New York?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. And that was all understood and discussed at the time.

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. Will you have to vacate those leases during the next year?

Admiral PEOPLES. No, sir; but it will be necessary to renew them.

Mr. PADGETT. Why will you have to renew them? They were free of rent.

Admiral PEOPLES. There are three buildings there that are now occupied by engineering stores and boiler tubes and machinery and special equipment of that sort.

Mr. PADGETT. I know, but speaking of the lease, my understanding is that the city of New York—that is my recollection—that the city of New York leased these properties free of rental, with the stipulation that the improvements put on them—and there is one case where the improvement cost \$600,000—were to go with the land.

Admiral PEOPLES. The improvements cost more than that, sir; nearly \$3,000,000. The land was leased at a reduced rental, not free of charge. It was on a reduced rental basis.

Mr. REED. We are paying about \$414,000 a year for the property we are now occupying there—which at the commercial rates that are now obtainable would be pretty close to \$800,000, and after the emergency terminates we will undoubtedly have to pay the commercial rates if we retain it. They gave us about a 50 per cent rental.

Mr. PADGETT. I was under the impression that some of those New York leases were nominal for a dollar or something.

Admiral PEOPLES. No, sir; not at the supply base. I think that Ridgeway Park Training Camp and the receiving ship in Pelham Bay was a nominal rate, but this other land was not. They were at reduced rentals.

Mr. PADGETT. About 50 per cent?

Admiral PEOPLES. Yes, sir. We would be very glad to give them up to vacate those fine buildings completely, if we could get equivalent space at the Army terminal.

Mr. PADGETT. Do you know where you could get equivalent space at the Army terminal that would be suitable and available?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. Which the Army is not using and will not use for its own uses and will let out for commercial purposes?

Admiral PEOPLES. I can not now answer that question, Mr. Padgett. I do not know the exact physical condition of those buildings, whether wholly or partially occupied or whether in the meantime the Army has listed all its space for commercial purposes or not. I know it intends to do so.

Mr. PADGETT. How much would it cost you to move out of those buildings where you would pay the \$350,000, or the \$240,000?

Admiral PEOPLES. It would cost a tremendous sum of money because it is all heavy machinery, boiler tubes, condenser tubes, and condensers; all expensive engineering material, and such Navy standard stocks as are required and kept for issue to ships of the fleet.

Mr. PADGETT. On the basis that it would cost you \$30,000 to move at Charleston and \$60,000 to move at the other place.

Admiral PEOPLES. Roughly speaking there must be about 1,200,000 square feet of space in those three buildings, and there was about 240,000 feet that we vacated at Boston, which would be the equivalent of five times \$60,000, or \$300,000 it would cost to move.

Mr. PADGETT. So it will cost you as much to move as it would to pay the rental?

Admiral PEOPLES. For one year; yes, sir.

Mr. PADGETT. For one year, that you are now paying for this property?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. And if you went to other quarters you would have to pay rental in addition to the cost of moving unless you got it from the Army?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. Then under that state of affairs there is nothing to do except to pay the rent for one year anyway, because it would cost you more to move than it would to pay the rental for this next year?

Admiral PEOPLES. It would; yes, sir.

Mr. PADGETT. That narrows it down to a plain business proposition.

Admiral PEOPLES. Unless we could get the Army to move out—not move out but give us this equivalent amount of space at their terminal, because these supplies are going to be more or less permanent and the space is going to be required ultimately.

Mr. PADGETT. But if the Army were to give it to you for one year free of charge, it would cost you a year's rent to move?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. So that, so far as money is concerned, it is cheaper for you now to remain and pay the rental than it would be to move, even into a free building for one year?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. And in that one year you may dispose of a good deal of this material.

Admiral PEOPLES. I doubt it, sir, because it is what is called permanent, actively moving stock.

Mr. PADGETT. Do you expect to keep that stuff permanently?

Admiral PEOPLES. We will keep that stock permanently—that is not the stock itself, but the stock is actively moving stock, and the values will be approximately the same.

Mr. PADGETT. Then that is the usable stuff, the current material that you supply the Navy with?

Admiral PEOPLES. Yes, sir.

Admiral MCGOWAN. In other words, it is not surplus stock.

Mr. PADGETT. It is current stock.

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. What is the total amount of space that you need, just to have that item in the record?

Admiral PEOPLES. It is somewhere in the neighborhood of 2,000,000 square feet of space.

Mr. BROWNING. What is the next item, Admiral, that you have there?

Admiral PEOPLES. The next item is—we are still talking about the question of rentals—Cincinnati, Ohio, the cost inspector's office, \$1,620 per annum.

Mr. BROWNING. The cost inspector's office, at Cincinnati?

Admiral PEOPLES. That is the inspector of engineering material at Cincinnati, \$1,620 per annum. That has been a regular item in the bill for many, many years.

Mr. KELLEY. You have given all the large items of rental?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. Suppose you just insert in the record a statement showing all the rest, instead of reading them, unless there is some objection.

(The paper referred to follows:)

*Estimated rentals under "Pay, Miscellaneous, 1921."*

City.	Location.	Purpose.	Estimate.
<b>FIRST NAVAL DISTRICT.</b>			
Malden, Mass.	Niter depot	Spur track, land for	\$12.00
Newport, R. I.	Fleet storehouse	Storage	120.00
Do.	Convalescent hospital		80.00
Total			182.00
<b>THIRD NAVAL DISTRICT.</b>			
New York, N. Y.	Forty-third Street and Second Avenue.	Storage	160,000.00
Do.	Block Third Avenue and Thirty-second Street.	Fleet supply base	14,000.00
Do.	Wharf and uplands, Gowanus Bay.	Storage	350,000.00
Hartford, Conn.	605-607 Pearl Street	Office, inspector engineer	650.00
Brooklyn, N. Y.	3 rooms, Temple Bar Building	do.	3,989.12
New York, N. Y.	44 Whitehall Street	Communication office	26,500.00
Total			545,139.12

*Estimated rentals under "Pay, Miscellaneous, 1921"—Continued.*

City.	Location.	Purpose.	Estimate.
<b>FOURTH NAVAL DISTRICT.</b>			
Cincinnati, Ohio.....	Gymne Building.....	Office.....	\$1,620.00
Cleveland, Ohio.....	Leader-News Building Co.....	do.....	720.00
Philadelphia, Pa.....	Terminal annex.....	do.....	516.00
Pittsburgh, Pa.....	907-908 Highland Building.....	Office, inspector engineer.....	2,019.00
Total.....			4,975.00
<b>FIFTH NAVAL DISTRICT.</b>			
Baltimore, Md.....	Lexington Building.....	Office, inspector engineer.....	1,000.00
Norfolk, Va.....	110 Plume Street.....	Lumber yard.....	20,186.00
Bowells Point, Va.....	Lambert Point, coal, Pier 9.....	Office, coal inspector.....	576.00
Baltimore, Md.....	Clinton Street.....	do.....	96.00
Total.....			22,558.00
<b>SEVENTH NAVAL DISTRICT.</b>			
Key West, Fla.....	Florida East Coast Rwy.....	Land.....	1.00
Miami, Fla.....	Air station.....	do.....	12.00
Total.....			13.00
<b>EIGHTH NAVAL DISTRICT.</b>			
Fort Worth, Tex.....	First National Bank Building.....	Offices, Helwine Pitt.....	1,620.00
Total.....			1,620.00
<b>NINTH, TENTH, AND ELEVENTH NAVAL DISTRICTS.</b>			
Cleveland, Ohio.....	Illuminating Building.....	Office, inspector engineer, material.....	1,164.00
Detroit, Mich.....	Dime Savings Bank.....	do.....	516.00
Milwaukee, Wis.....	Monill Building.....	do.....	600.00
Total.....			2,280.00
<b>TWELFTH NAVAL DISTRICT.</b>			
San Francisco, Calif.....	Navy pay office.....	Offices.....	4,020.00
Do.....	Sheldon Building.....	Headquarters twelfth naval district.....	8,450.00
Total.....			12,070.00
<b>THIRTEENTH NAVAL DISTRICT.</b>			
Tacoma, Wash.....	Perkins Building.....	Office.....	252.00
Seattle, Wash.....	Lowman Building.....	do.....	1,020.00
Total.....			1,272.00
Grand total.....			590,069.12
Total estimate.....			600,000.00

**Admiral PEOPLES.** All of these have been regular items for many years with the exception of the lumber yard of the navy yard in Norfolk. There is 200 acres outside of the navy yard there at a cost of \$100 rental per acre per annum. The total item is \$20,186.

**Mr. PADGETT.** That is 200 acres?

**Admiral PEOPLES.** Yes, sir.

**Mr. PADGETT.** What does it cost you?

**Admiral PEOPLES.** \$20,186.

**Mr. PADGETT.** That is \$100 an acre.

Admiral PEOPLES. Yes, sir. Ultimately it will be good business, I think, to purchase that property if Congress ever wishes to take into consideration the purchase of land.

Mr. BROWNING. Do you know the value of it?

Admiral PEOPLES. I think it is somewhere in the neighborhood of \$1,500 per acre.

Mr. KELLEY. Per acre?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Admiral Peoples, how about the District of Columbia? How much do you pay here?

Admiral PEOPLES. There is nothing in the District of Columbia.

The CHAIRMAN. The great bulk of the rental, this \$600,000, is paid in the city of New York?

Admiral PEOPLES. In the city of New York; yes, sir; \$545,000.

The CHAIRMAN. The examination has been very illuminating to me. This expense all occurred because one of the departments of the Government declines to furnish the Navy Department with this space?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Now what is the next item? "Cost of special instruction at home and abroad, including maintenance of students and attachés."

Admiral PEOPLES. The estimate for that is \$249,000, \$167,000 for special instruction and \$82,000 for maintenance of naval attachés abroad.

The CHAIRMAN. I think that Admiral Niblack spoke to us about that, did he not, Mr. Pugh?

Mr. PUGH. \$245,000.

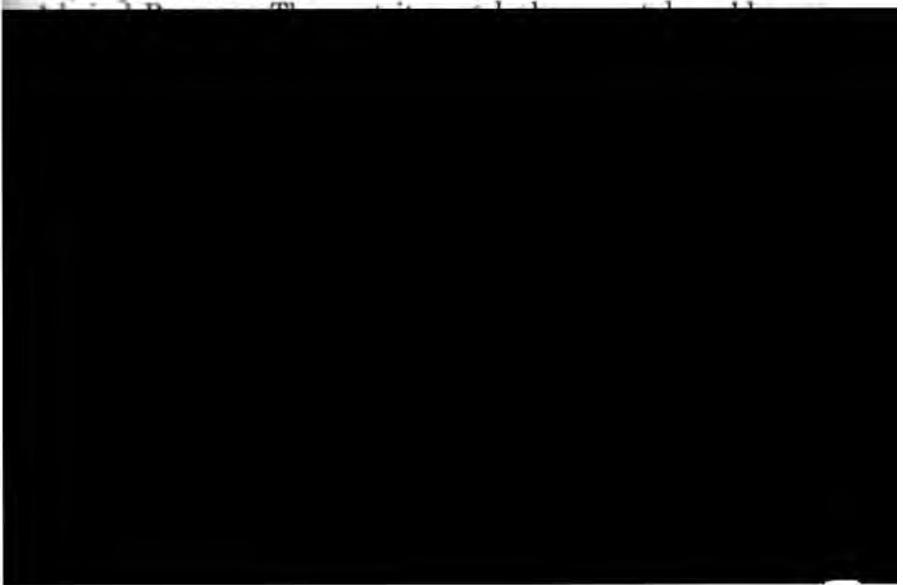
The CHAIRMAN. This is the usual language in the bill?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. My recollection is that Admiral Niblack also spoke to us the other day concerning this item here about information abroad.

Mr. PUGH. Yes, sir; \$65,000.

Mr. KELLEY. Are any of those items passed over there large items, or just small ones?



The CHAIRMAN. It is limited to \$500.

Mr. REED. \$500 in any one claim.

Admiral McGOWAN. That is the limit on any individual item.

The CHAIRMAN. And what is the estimate of the amount that will be required to carry out the provisions of that act?

Admiral PEOPLES. \$25,000.

The CHAIRMAN. And you don't have at hand the amount that was paid since last July?

Mr. REED. Up to the 30th of October there was only \$414.97 that had been paid. I haven't any data since that time.

Mr. KELLEY. This \$3,000,000 for claims—I was not listening, perhaps—did somebody inquire whether or not the claims had been allowed to that amount?

Mr. REED. No; that \$3,000,000 is not the amount for the claims, Mr. Kelley. We are estimating that \$25,000 will be the outside.

The CHAIRMAN. \$25,000 to pay these little claims. In three months they only paid four or five hundred dollars on these little claims and they have estimated \$25,000 for next year.

Admiral PEOPLES. Those items total up \$4,182,000.

The CHAIRMAN. It says \$3,000,000 here.

Mr. REED. The Secretary reduced the figures below what the expenditures will be on the size of the Navy that is being considered now. There will be a deficiency.

The CHAIRMAN. The Secretary cut that?

Mr. REED. Yes, sir.

Admiral PEOPLES. The original estimate as approved by the department amounted to \$6,000,000 for this appropriation.

Mr. KELLEY. When you made these figures, how large a Navy did you figure on?

Mr. REED. Over \$6,000,000. We did not make the \$3,000,000; our original estimate was \$6,000,000, and the Secretary after tentatively approving that, reduced it to \$3,000,000, and we did not know it had been reduced until after the Book of Estimates came out in December, and since that time we have revised the figures, and as a result of later data have been able to reduce the necessities to about \$4,182,000.

Mr. KELLEY. On what sized Navy?

Mr. REED. On 143,000 men. Practically the same number of officers were involved with 125,000 men, so practically there was no difference on the number of men.

Admiral PEOPLES. The number of men does not affect materially the payments from this appropriation.

Mr. REED. For instance, one of the items—rented buildings—we included tentatively last October as \$1,000,000, but since that time buildings that were expected to be retained have been given up and the amount for that purpose has been reduced to \$600,000.

The CHAIRMAN. We are going to work very hard between now and the time the bill will be ready to report, to see whether we can find some way of saving some of this rent, and I know you gentlemen will help us, because you have been at it for some time, and the committee commends you for it. If we can help you any to this end, let know. That is a big item, \$600,000.

Mr. KELLEY. Do you know how much has been paid for all the items so far this year?

Mr. REED. I have only the actual expenditures to the 30th of October, but I have an estimate for each item subsequent.

Mr. KELLEY. What were the expenditures to the 30th of October?

Mr. REED. The actual payments were \$1,333,000, with outstanding obligations of \$1,500,000. That is \$2,800,000 at that time. That is the first four months, and the total estimated expenditures for the year are \$7,327,000.

Mr. KELLEY. There will be one month, the last month of the next year, when the bills will be paid the following year.

Mr. REED. The final payments are not made for several months afterwards, in some cases, but I mean that is the estimated obligations that will be incurred during the year.

Mr. KELLEY. Now take your June bills, for instance, when will they be paid?

Mr. REED. They will be paid in July, August, and September. They will be paid out of this fund, though.

Admiral PEOPLES. Out of this year's money.

Mr. PADGETT. The obligation under the appropriation runs to the year, but the time the money is available is two years before it is turned back into the Treasury to pay the obligations that were incurred the first year.

Mr. KELLEY. Where the appropriation is a continuing appropriation the rule is different.

Mr. DARROW. You say that was to the 1st of October?

Admiral McGOWAN. To the 30th of October, four months. That is one-third of this present year that we have a report on.

Mr. REED. I presume you want this statement in the record, Mr. Kelley, and an analysis for the fiscal years 1916 to 1919? Would you like to have this complete?

Mr. KELLEY. That gives each heading and the amount expended under each?

Mr. REED. Yes, sir.

Admiral PEOPLES. And those various items, as we gave them in the hearing, in tabulated form.

The CHAIRMAN. I wish you would do that for us.

(The matter referred to follows:)

*Estimated funds required under the appropriation "Pay, miscellaneous," for fiscal year ending June 30, 1921.*

For commissions and interest.....	\$1,000
Transportation of funds.....	15,000
Exchange.....	<sup>1</sup> 250,000
Mileage of officers of the Navy and Naval Reserve Force while traveling under orders in the United States.....	<sup>2</sup> 700,000
Actual personal expenses of officers of the Naval Reserve Force while traveling abroad under orders.....	60,000
Traveling expenses of civilian employees.....	<sup>3</sup> 200,000
Mileage, at 5 cents per mile, to midshipmen entering the Naval Academy subsequent to June 1, 1919, while proceeding from their homes to the Naval Academy for examination and appointment as midshipmen.....	<sup>4</sup> 30,200
For actual traveling expenses of female nurses.....	10,000

<sup>1</sup> Can only be estimated: Low, 1920, \$820,000; 1919, \$1,493,000; 1918, \$237,000; 1917, \$49,000; 1916, \$131,000.

<sup>2</sup> A average number of officers, fiscal year 1916, 4,800 (cost each \$63); fiscal year 1917, 5,049 (cost each \$39); fiscal year 1918, 9,005 (cost each \$178); fiscal year 1919, 23,332 (cost each \$180). Estimate based on about 20,000 officers at \$70 or \$700,000.

<sup>3</sup> About 3 times 1916 expenditures. Increase due to increased inspection of materials and in connection with cost accounting.

<sup>4</sup> Figured on distance from Bloomington, Ind. (center of population), to Annapolis, Md., 755 miles, at 5 cents per mile, for 800 midshipmen.

Actual expenses of officers while on shore patrol duty (mileage to officers of the Naval Reserve Force traveling under orders of the Secretary of the Navy)	\$77,000
Hire of launches or other small boats in Asiatic waters	5,000
Rent of buildings and offices not in navy yards, including the rental of offices in the District of Columbia	<sup>1</sup> 600,000
Expenses of courts-martial, prisoners and prisons, courts of inquiry, boards of inspection	<sup>2</sup> 300,000
Expenses of naval defense districts	20,000
Stationery and recording	10,000
Religious books	200
Newspapers and periodicals for the naval service	10,000
All advertising for the Navy Department and its bureaus (except advertising for recruits for the Bureau of Navigation)	10,000
Copying	100
Ferrage	300
Tolls	500
Cost of suits	1,000
Commissions, warrants, diplomas, and discharges	500
Relief of vessels in distress	1,750
Recovery of valuables from shipwrecks	250
Quarantine expenses	100
Reports	500
Professional investigations	500
Cost of special instruction at home and abroad, including maintenance of students and attachés	<sup>3</sup> 249,000
<i>Provided</i> , That this appropriation and the appropriation "Pay, Marine Corps," shall be available for special allowances for maintenances to officers and enlisted men of the Navy and Marine Corps serving under unusual conditions	<sup>4</sup> 325,000
Information from abroad and at home, and the collection and classification thereof	<sup>5</sup> 100,000
All charges pertaining to the Navy Department and its bureaus for ice for the cooling of drinking water on shore (except at naval hospitals)	<sup>6</sup> 100,000
Telephone rentals and tolls, telegrams, cablegrams, postage (foreign and domestic), and post-office box rentals	<sup>7</sup> 500,000
Other necessary and incidental expenses	<sup>8</sup> 200,000
<i>Provided further</i> , That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for clerical, inspection and messenger service in navy yards, naval stations, for the fiscal year ending June 30, 1921, shall not exceed	<sup>9</sup> 450,000
And for necessary expenses for interned persons and prisoners of war under the jurisdiction of the Navy Department, including funeral expenses for such interned persons or prisoners of war as may die while under such jurisdiction	100
Claims for damages under naval act, approved July 11, 1919	25,000
<b>Total</b>	<b>4,182,000</b>

[Navy Department, Bureau of Supplies and Accounts, Jan. 21, 1920.]

*Statement of expenditures under "Pay, miscellaneous, 1920," to October 30, 1920, and estimate of amount required to June 30, 1920.*

Amount appropriated	\$5,100,000.00
Gain on exchange	227,878.33
Other sundry credits	487.05
<b>Total of appropriation and credits</b>	<b>5,328,365.38</b>

<sup>1</sup> Principal cost at fleet supply base. Provisions and clothing depot, \$160,000; land and pier, \$261,000.

<sup>2</sup> Based on 1919 expenditures of \$320,000.

<sup>3</sup> \$17,000 special instruction, \$82,000 maintenance of attachés.

<sup>4</sup> Officers and men on duty in China and at other points.

<sup>5</sup> Request of Office of Naval Intelligence, \$200,000; as proved by Secretary, \$100,000.

<sup>6</sup> Reduction of one third from 1919 expenditure of \$155,000.

<sup>7</sup> Increase of in-based number of shore activities, and personnel estimated at out four times 1916 expenditures, taking into consideration 25 per cent increase in rates.

<sup>8</sup> Based on 1919 expenditure of \$283,000, being a catchall for items which can not be charged under other subheads.

<sup>9</sup> For pay of clerks in offices of commandants, court-martial labor boards and detailed to duty with civil-service boards outside of Washington. Present force costs, \$510,000.

	Expenditures to Oct 30, 1919.	Unpaid obligations incurred.	Estimated additional obligations.	Total estimated expenditures from Nov. 1 to June 30.	Total estimated expenditures for year.
<b>EXPENDITURES BY SUBHEADS.</b>					
mission and interest.....			88,000.00	88,000.00	88,000.00
transportation of funds.....	88,288.01	82,179.80	4,000.00	10,179.89	12,467.81
range.....	21,941.86		800,000.00	800,000.00	821,941.86
total.....	488,904.60	22,140.10	1,500,000.00	1,822,140.10	1,901,044.70
total personal expenses of officers.....					
traveling.....	25,263.43	139.00	450,000.00	450,139.00	475,402.43
living expenses of civilian employees.....	69,121.44	2,006.65	155,000.00	157,006.65	220,128.09
living expenses of female nurses.....	1,971.25		5,000.00	5,000.00	6,971.25
total expenses of officers while on patrol duty.....	488.58		1,000.00	1,000.00	1,488.58
re of lectures and other small in Asiatic waters.....	17.51				17.51
l of buildings and offices not in yards.....	200,889.48	1,062,060.08		1,062,060.08	1,262,969.56
expenses of court-martial, prisons, prisoners, courts of inquiry.....	7,987.80	1,977.92	75,000.00	76,977.92	84,965.72
expenses of naval defense districts.....	15.00		5,000.00	5,000.00	5,015.00
stationery and recording.....	2,121.07		12,000.00	12,000.00	14,121.07
religious books.....					
newspapers and periodicals, all advertising for the Navy Department (except recruits).....	5,652.97	3,310.56	15,000.00	18,310.56	23,964.53
rying, furrings, tails, costs of suits, manumissions, warrants, diplomas, and discharges.....	3,921.90	1,336.65	10,000.00	11,336.65	15,258.55
f of vessels in distress, recovery of hulks from shipwreck.....	17.60		1,500.00	1,500.00	1,517.60
antine expenses.....		1,500.00	1,500.00	1,500.00	1,500.00
ria: Professional investigations.....		1,388.10	3,000.00	4,388.10	4,388.10
of special instruction at home and abroad, including maintenance of students and attaches.....	9,339.34	7,270.20	30,000.00	37,270.20	46,609.54
mission from abroad and at home, and the collection and classification thereof.....	25,000.00	1,004.57	100,000.00	101,004.57	126,004.57
r the cooling of drinking water on shore (except naval hospitals).....	2,191.47	5,150.64	5,000.00	10,150.64	12,342.11
phone rentals, and tolls, telegrams, memoranda, and postage, foreign and domestic, and post-office box rentals.....	129,080.58	312,080.77	500,000.00	812,080.77	941,141.35
necessary and incidental expenses.....	64,082.36	14,082.24	125,000.00	139,082.24	203,164.60
al and other labor charged on rolls.....	197,837.30	80,878.20	335,000.00	424,878.20	622,715.50
rial drawn from naval supply accounts.....	94,658.53	17,012.72	276,000.00	293,012.72	387,671.25
flaneous transfers, coal to naval yards, clothing of court-martial prisoners and other transactions involving use of appropriations.....	4,736.05	4,175.00	25,000.00	29,175.00	33,931.05
ances for interned persons and prisoners of war, including funeral expenses due on all claims for damages, loss of property of inhabitants of European countries, etc.....	414.97	20.00		1,411.75	1,411.75
al.....	1,333,024.10	1,548,504.95	4,446,000.00	5,994,504.95	7,327,619.05
ated balance of allotments.....	157,995.77				
ated balance of contracts and orders.....	1,390,509.18				
ed balance.....	2,446,746.33				
	5,328,365.38				
al appropriation and credits to Oct. 30, 1919.....					5,328,365.38
parent deficiency June 30, 1920.....					2,000,000.00

Actual expenses of officers while on shore patrol duty (mileage to officers of the Naval Reserve Force traveling under orders of the Secretary of the Navy)	\$77,000
Hire of launches or other small boats in Asiatic waters	5,000
Rent of buildings and offices not in navy yards, including the rental of offices in the District of Columbia	<sup>1</sup> 600,000
Expenses of courts-martial, prisoners and prisons, courts of inquiry, boards of inspection	<sup>2</sup> 300,000
Expenses of naval defense districts	20,000
Stationery and recording	10,000
Religious books	200
Newspapers and periodicals for the naval service	10,000
All advertising for the Navy Department and its bureaus (except advertising for recruits for the Bureau of Navigation)	10,000
Copying	100
Ferrage	300
Tolls	500
Cost of suits	1,000
Commissions, warrants, diplomas, and discharges	500
Relief of vessels in distress	1,750
Recovery of valuables from shipwrecks	250
Quarantine expenses	100
Reports	500
Professional investigations	500
Cost of special instruction at home and abroad, including maintenance of students and attachés	<sup>3</sup> 249,000
<i>Provided</i> , That this appropriation and the appropriation "Pay, Marine Corps," shall be available for special allowances for maintenances to officers and enlisted men of the Navy and Marine Corps serving under unusual conditions	<sup>4</sup> 325,000
Information from abroad and at home, and the collection and classification thereof	<sup>5</sup> 100,000
All charges pertaining to the Navy Department and its bureaus for ice for the cooling of drinking water on shore (except at naval hospitals)	<sup>6</sup> 100,000
Telephone rentals and tolls, telegrams, cablegrams, postage (foreign and domestic), and post-office box rentals	<sup>7</sup> 500,000
Other necessary and incidental expenses	<sup>8</sup> 200,000
<i>Provided further</i> , That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for clerical, inspection and messenger service in navy yards, naval stations, for the fiscal year ending June 30, 1921, shall not exceed	<sup>9</sup> 450,000
And for necessary expenses for interned persons and prisoners of war under the jurisdiction of the Navy Department, including funeral expenses for such interned persons or prisoners of war as may die while under such jurisdiction	100
Claims for damages under naval act, approved July 11, 1919	25,000
<b>Total</b>	<b>4,182,000</b>

[Navy Department, Bureau of Supplies and Accounts, Jan. 21, 1920.]

*Statement of expenditures under "Pay, miscellaneous, 1920," to October 30, 1920, and estimate of amount required to June 30, 1920.*

Amount appropriated	\$5,100,000.00
Gain on exchange	227,878.33
Other sundry credits	487.05
<b>Total of appropriation and credits</b>	<b>5,328,365.38</b>

<sup>1</sup> Principal cost at fleet supply base. Provisions and clothing depot, \$160,000; land and pier, \$261,000.

<sup>2</sup> Based on 1919 expenditures of \$320,000.

<sup>3</sup> \$17,000 special instruction; \$52,000 maintenance of attachés.

<sup>4</sup> Officers and men on duty in China and at other points.

<sup>5</sup> Request of Office of Naval Intelligence, \$200,000; approved by Secretary, \$100,000.

<sup>6</sup> Reduction of one third from 1919 expenditure of \$153,000.

<sup>7</sup> Because of increase in number of shore activities, and personnel estimated at out four times 1916 expenditures. Taking into consideration 25 per cent increase in rates.

<sup>8</sup> Based on 1919 expenditure of \$281,000, being a catch-all for items which can not be charged under other sub-heads.

<sup>9</sup> For pay of crews in offices of commandants, court-martial labor boards and detailed to duty with civil service boards outside of Washington. Present force costs, \$510,000.

	Expenditures to Oct 30, 1919.	Unpaid obligations incurred.	Estimated additional obligations.	Total estimated expenditures from Nov. 1 to June 30.	Total estimated expenditures for year.
<b>EXPENDITURES BY SUBHEADS.</b>					
A. Commission and interest.....			85,000.00	85,000.00	85,000.00
B. Transportation of funds.....	23,299.01	32,179.80	4,000.00	10,179.89	13,467.81
C. Exchange.....	21,941.86		800,000.00	800,000.00	821,941.86
D-1. Mileage of officers.....	495,994.69	22,140.10	1,500,000.00	1,322,140.10	1,901,044.70
D-2. Actual personal expenses of officers while traveling.....	25,268.43	139.09	450,000.00	450,139.00	475,402.43
E. Traveling expenses of civilian employees.....	69,131.44	2,006.65	155,000.00	157,006.65	220,138.09
F-1. Traveling expenses of female nurses.....	1,971.25		5,000.00	5,000.00	6,971.25
F-2. Actual expenses of officers while on shore patrol duty.....	498.58		1,000.00	1,000.00	1,498.58
F-3. Hire of launches and other small boats in Asiatic waters.....	17.51				17.51
G. Rent of buildings and offices not in navy yards.....	200,989.48	1,062,060.08		1,062,060.08	1,262,959.56
H-1. Expenses of court-martial, prisons and prisoners, courts of inquiry.....	7,987.80	1,977.92	75,000.00	78,977.92	84,965.72
H-2. Expenses of naval defense districts.....	15.00		5,000.00	5,000.00	5,015.00
H-3. Stationery and recording.....	2,121.07		12,000.00	12,000.00	14,121.07
H-4. Religious books.....					
I-1. Newspapers and periodicals, all advertising for the Navy Department (except recruits).....	5,663.97	3,310.56	15,000.00	18,310.56	23,994.53
I-2. Copying, ferrings, toils, costs of suits, commissions, warrants, diplomas, and discharges.....	3,921.90	1,336.65	10,000.00	11,336.65	15,258.55
L. Relief of vessels in distress, recovery of valuables from shipwreck.....	17.60		1,500.00	1,500.00	1,517.60
M. Quarantine expenses.....			1,500.00	1,500.00	1,500.00
N. Reports: Professional investigations.....		1,388.10	3,000.00	4,388.10	4,388.10
O. Cost of special instruction at home and abroad, including maintenance of students and attachés.....	9,339.34	7,370.20	30,000.00	37,270.20	46,609.54
P. Information from abroad and at home, and the collection and classification thereof.....	25,000.00	1,004.57	100,000.00	101,004.57	126,004.57
Q. Ice for the cooling of drinking water on shore (except naval hospitals).....	2,191.47	5,150.64	5,000.00	10,150.64	12,342.11
R. Telephone rentals, and toils, telegrams, cablegrams, and postage, foreign and domestic, and post-office box rentals.....	129,090.59	312,080.77	500,000.00	812,080.77	941,141.35
S. Other necessary and incidental expenses.....	64,082.26	14,082.24	125,000.00	139,082.24	203,164.60
T. Clerical and other labor charged on rolls.....	197,837.30	89,878.20	335,000.00	424,878.20	622,715.50
U. Material drawn from naval supply account.....	94,658.53	17,012.72	276,000.00	293,012.72	387,671.25
V. Miscellaneous transfers, coal to naval prisons, clothing of court-martial prisoners, and other transactions involving transfers of appropriations.....	4,756.05	4,175.00	25,000.00	29,175.00	33,931.05
W. Expenses for interned persons and prisoners of war, including funeral expenses.....		1,411.75		1,411.75	1,411.75
X. Amounts due on all claims for damages to and loss of property of inhabitants of any European countries, etc.....	414.97	20.00		20.00	434.97
Total.....	1,333,024.10	1,548,594.95	4,446,000.00	5,994,594.95	7,327,619.05
Unliquidated balance of allotments.....	157,995.77				
Unliquidated balance of contracts and requisitions.....	1,390,599.18				
Unsettled balance.....	2,446,746.33				
	5,328,365.38				
Total appropriation and credits to Oct. 30, 1919.....					5,328,265.38
Apparent deficiency June 30, 1920.....					2,000,000.00

*Comparative statement of appropriation, "Pay, miscellaneous," for 1916, 1917, 1918, and 1919.*

[Navy Department, Bureau of Supplies and Accounts, Nov. 15, 1919.]

Subhead.	1916	1917	1918	1919
Amount appropriated.....	\$1,000,000.00	\$915,000.00	\$5,834,406.06	\$9,350,000.00
Gain on exchange.....				267,532.42
Interest on daily balances and sundry credits.....	177,568.24	150,682.53	271,060.49	276,126.30
Total of appropriations and credits.....	1,177,568.24	1,065,682.53	6,105,466.55	9,893,658.72
Expenditures:				
A. Commission and interest.....	4,145.28	7,102.58	12,128.43	15.91
B. Transportation of funds.....	5,121.39	5,700.97	8,052.38	26,456.64
C. Exchange.....	131,067.79	48,962.03	237,110.64	1,750,525.97
D-1. Mileage of officers.....	284,816.75	219,015.02	1,149,087.77	3,016,468.54
D-2. Actual personal expenses of officers while traveling.....		77,743.94	421,314.95	718,925.12
E. Traveling expenses of civilian employees.....	40,954.12	83,097.37	334,181.69	728,013.58
F-1. Traveling expenses of female nurses.....	2,957.00	3,494.72	38,740.21	43,243.19
F-2. Actual expenses of officers on shore patrol duty.....		705.89	6,808.21	25,228.41
F-3. Hire of launches and other small boats in Asiatic waters.....		22.00	743.23	2,883.00
G. Rent of buildings and offices not in navy yards.....	13,413.32	18,983.78	339,427.20	2,608,484.45
H-1. Expenses of court-martial, prisons, and prisoners, courts of inquiry.....	50,984.49	48,647.22	123,994.79	170,471.12
H-2. Expenses of naval defense districts.....		2,559.08	94,714.95	20,884.92
H-3. Stationery and recording.....		4,387.82	9,916.67	158,795.75
H-4. Religious books.....		43.25	25.00	414.60
I. Expenses of purchasing navy officers.....	7,246.53			
J-1. Newspapers and periodicals, all advertising for the Navy Department (except recruits).....	9,903.96	8,578.55	14,559.03	20,366.54
J-2. Copying, ferrriage, tolls, costs of suits, commissions, warrants, diplomas, and discharges.....		494.99	2,506.86	7,571.90
L. Relief of vessels in distress, recovery of valuables from shipwrecks.....	218.92	1,400.00	813.61	697.67
M. Quarantine expenses.....	2.10	12.46		78.80
N. Reports: Professional investigations.....		51.40	2,247.67	515.99
O. Cost of special instructions at home and abroad, including maintenance of students and attachés.....	13,789.79	44,218.75	132,831.70	400,762.01
P. Information from abroad and at home, and the collection and classification thereof.....	29,124.20	50,931.42	769,642.15	680,053.90
Q. Ice for the cooling of drinking water on shore (except naval hospitals).....	2,374.43	1,078.00	2,334.95	13,408.23
R. Telephone rentals and tolls, telegrams, cablegrams, and postage, foreign and domestic, and post-office box rentals.....	120,258.08	148,655.61	888,937.29	2,137,566.65
S. Other necessary and incidental expenses.....	26,656.41	51,314.41	779,724.13	283,442.32
T. Clerical and other labor charged on rolls.....	292,539.60	136,344.04	449,417.28	466,091.03
U. Material drawn from Naval Supply Account.....	60,644.37	44,339.40	215,472.61	359,743.89
V. Miscellaneous transfers, coal to naval prisons, clothing of court-martial prisoners, and other transactions involving transfers of appropriations.....	21,242.52	21,235.65	135,282.16	117,608.45
W. Expenses for interned persons and prisoners of war, including funeral expenses.....		30,063.29	5,619.45	6,885.53
X. Amounts due on all claims for damages to and loss of property of inhabitants of any European countries, etc.....				16,083.35
Coast Guard cutters.....		10,700.00		23,517.00
Total expenditures.....	1,148,041.14	1,069,883.62	6,215,725.10	13,816,518.46
Amount returned to surplus fund.....	31,242.40	16,133.40		
Available for expenditure (appropriation and credits).....	1,179,283.54	1,086,017.02		
Overexpended balance, Sept. 30, 1919.....	1,715.30	20,334.49	110,258.55	3,922,850.74
Incumbrances.....				1,391,657.74
Overobligated balance, Sept. 30, 1919.....	1,715.30	20,334.49	110,258.55	5,314,517.48

Mr. KELLEY. How many officers were these figures based upon?

Mr. REED. Approximately 10,000 officers.

Mr. KELLEY. That is line and staff?

Mr. REED. Yes, sir.

The CHAIRMAN. The regular line and staff is how many?

Mr. REED. They have approximately 11,000 officers, I think, at the present time.

The CHAIRMAN. But the regular line and staff is how many?

Mr. PADGETT. The line that we authorized is 5,499.

The CHAIRMAN. Now, the staff and line together are how many?

Mr. REED. The permanent line officers, as of February 24, were 2,872.

The CHAIRMAN. Then the staff is how many?

Mr. REED. One thousand four hundred and fifty-four. That is permanent.

The CHAIRMAN. And you are estimating on how many, 11,000?

Mr. REED. Yes, sir—no; 10,000, approximately.

The CHAIRMAN. You were estimating on 6,000 more than the regular, and I am not surprised that the Secretary got after you.

Mr. REED. That number of officers is included in the estimates approved by the Secretary, Mr. Chairman.

The CHAIRMAN. It is?

Mr. REED. The temporary officers; yes, sir.

The CHAIRMAN. Well, I got out on the wrong switch that time, then.

Mr. KELLEY. The Bureau of Navigation is going to ask for that many officers you have named there?

Mr. REED. About 10,000.

Mr. KELLEY. They have only about 4,400 in the line.

Mr. PADGETT. The Bureau of Navigation asked for more than that. They asked for 5,499 and the regular percentages on those 5,499. Then they asked for the temporaries.

Mr. KELLEY. But they don't intend to have 5,499; 4,536 is all they have asked for.

The CHAIRMAN. We will adjourn now until 10.30 o'clock to-morrow morning.

(Thereupon, the committee adjourned until 10.30 o'clock a. m., Wednesday, Mar. 3, 1920.)

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Wednesday, March 3, 1920.

(The committee met at 10.30 o'clock a. m., Hon. Thomas S. Butler, chairman, presiding.)

The CHAIRMAN. The committee will please come to order.

#### RENTALS—STORAGE.

Mr. VENABLE. Before you take up the hearing I would like to state that we went down this morning to see the Secretary of War with reference to the storage space in Brooklyn, which the Army has and which the Navy desires to get. You will remember that you asked us to go down about this. The Secretary of War stated, after consultation with Gen. Hines, that the reason the Army had not given this space to the Navy was because they wanted to rent this

pier and some Government docks there to some interest that is closely connected with the Shipping Board and that they could not rent the docks without the storage space, or else could not get an advantageous price for it and that it was an advantage to treat the docks and storage space as one thing. He stated that an additional reason was that the city of New York was making the strongest possible protest over the occupation of space for storage, and things of that sort in New York, saying that it was very seriously hampering the needs of the city for supplying the wants of the city and on that account was giving it a great deal of trouble. He furthermore stated that the Army could take care of the Navy for live storage at Brooklyn but could not take care of them, for the reason assigned, on dead storage.

The CHAIRMAN. What do you mean by dead storage; permanent storage?

Mr. VENABLE. I suppose he means the storage they would have there for a length of time.

Mr. BROWNING. As I understand it, you folks want permanent storage, do you not, Admiral?

Admiral PEOPLES. Yes, sir.

Mr. VENABLE. We did not go into the question of what concerns there were who wanted to rent this dock and storage space, who are connected with the Shipping Board, but they would not want to rent the docks without the storage space.

Mr. KELLEY. He also stated that we had erected in the same locality some storehouses of our own.

Admiral PEOPLES. Those are the fleet storehouses at Thirty-first Street; the Army terminal is at Fifty-seventh Street.

Mr. KELLEY. He said in the same locality.

Admiral PEOPLES. It is within 30 blocks. Might I make a statement?

The CHAIRMAN. Yes, sir; but before you do I would like to ask if we can not use these buildings we have down at Hampton Roads and issue the supplies, that we are issuing all the time, from the depot at Hampton Roads? Can we not do that and use the buildings that are there? We have erected large storehouses there.

ADMIRAL PEOPLES. The Navy storage at New York is not "dead" storage. One of the principal items we discussed yesterday was clothing, which is being issued and will be issued right along to the fleet as it is needed. Part of it might be called dead in a sense; that is, it will not be used in three months or possibly in a year, but it is live, standard stock which sooner or later will be used. One of these items of rental is for the Thirty-third Street property at New York, and the Navy needs, and has so informed the War Department that it needs, pier facilities in addition to the storage facilities at the head of the dock. That was fully pointed out in a memorandum dated July 9, 1919, and in commenting on the disposition of traffic and storage bases of the United States Army, marine terminal warehouses, and other property capable for utilization in commerce under that date the War Department was informed that the Navy needed for storage space 400,000 square feet at Boston, 1,200,000 square feet at New York, 200,000 square feet at Philadelphia, 200,000 square feet at Baltimore, 500,000 square feet at Norfolk, and 300,000 square feet at Charleston. These figures I am just giving you were the original assignment of space by the War Department to the Navy

of facilities at terminals of that department; they originally assigned the spaces mentioned, and by reason of that assignment the Navy did not ask Congress for funds for the construction of warehouse facilities to take care of the Navy supplies.

The Navy informed the War Department at that time that the storage space so occupied was to be relinquished ultimately by the Navy, but that conditions after the war might necessitate naval occupancy for a considerable period of time as the Navy was then expected to be increasing in tonnage.

The CHAIRMAN. What reply did you have to that.

Admiral PEOPLES. That was all agreed to at the time, sir. Now, since that time the Navy has relinquished all of the Army space at Boston, Philadelphia, Baltimore, Norfolk, and Charleston, and also at New York, because the War Department insisted on the Navy vacating and giving up this space, and we transferred the Navy stock at these different points back into Navy bases proper. At New York we find we are still compelled to pay rentals aggregating \$500,000 per annum for the accommodation of naval supplies.

The CHAIRMAN. Were you occupying any Army space in New York during the war?

Admiral PEOPLES. No, sir; because that building was not finished until February, 1919.

The CHAIRMAN. Mr. Reed, do you have the figures that it cost to make the removal of these supplies?

Mr. REED. I have, sir; \$60,000 at Boston, \$30,000 at Charleston; Norfolk will be a very considerable sum—somewhere in the neighborhood of \$75,000.

Mr. KELLEY. The Secretary of War stated that this pier, owned by the War Department and about which we are talking, was a very valuable terminal and that the demand for it to take care of traffic going in and out of New York was very great and that to lease the storehouse connected with it to the Navy would render the pier of very little value.

Admiral PEOPLES. Yes, sir. The Navy is now occupying one of the piers on the same side of the river, at Thirty-fifth Street, South Brooklyn, for which it is paying a rental to the city of New York of about \$360,000 a year. The War Department piers are at the Army terminal at Fifty-ninth Street, which has four piers in connection with that property and the Navy Department suggested to the War Department that the Navy would give up for commercial purposes its pier, thereby saving the rental on this Thirty-fifth Street pier, if it could get equivalent space at the Army pier and the Government, or at least the Navy Department, would be saved these rentals.

The War Department was informed what space was needed by the Navy Department at that time, that is, in June, 1919. We needed at New York 1,200,000 square feet of storage space, together with one pier for loading supply ships in making shipments by water to Atlantic range ports. I do not think that we would necessarily have to take the whole of one pier; half would probably be sufficient.

Mr. VENABLE. Admiral Peoples, it seems to me that as time goes on the difficulty of getting the use of piers is going to increase in New York very materially, with the result that if we have to rent storage space we are going to have to pay enormous rentals. In other words dock space around New York is rapidly becoming almost

priceless. Now, what I want to ask you is, with the plenty of ground space that we have down at Hampton Roads—I think that at the Hampton Roads Base there is about 600 and possibly 900 acres of ground—why should not our policy be to get away from New York as our supply base and go to Hampton Roads, or some other place, and develop a supply base there, particularly for all supplies stored that can be moved readily by ships of the fleet. As I understand it, the fleet is as often at Jamestown as it is at New York, so why should we tie ourselves to a proposition that is sure to be increasingly expensive?

Admiral PEOPLES. For many years the port of New York has been used as a port for the loading of supply ships; primarily because it is one of the cheapest ports in the United States. The supply ships have been loaded there because of the cheapness of its markets.

Mr. VENABLE. Cheap in what respect?

Admiral PEOPLES. With respect to the purchase of supplies and the cheapness of labor.

Mr. VENABLE. The purchase of supplies in the open market?

Admiral PEOPLES. Yes, sir; and for the manufacture of clothing. Supply ships have also been loaded at Hampton Roads. There are port facilities there but no storage facilities on shore sufficient to take care of the stocks that are now in and around the supply base at South Brooklyn. If we could get sufficient storage facilities at Hampton Roads I think it would be a good plan to cut off as much as we can the storage facilities in New York, but the Navy will always have to have certain facilities there.

Mr. VENABLE. Of course, the Government could supply all the necessary storage space at Hampton Roads; we have the land on deep water and a place to build proper warehouses; some already built and land by the hundreds of acres that we could put all the storage buildings on that we wanted and needed and the question arose in my mind, is it not the part of wisdom to develop the Jamestown base with proper storage houses, so as to be relieved from dependence upon and taxing the facilities of these large centers like New York, Philadelphia, and other places where it is more or less of a haphazard business to supply our fleet with any degree of economy.

Admiral PEOPLES. If we had facilities now at Hampton Roads sufficient to take care of this property stored at New York, we could transfer the stocks down there. Of course, the question comes in there with respect to the so-called clothing factory. Very little clothing is being manufactured now on account of the stock on hand and will not be, but New York is the best labor market for clothing manufacture.

Mr. VENABLE. Do you not think that if you have to go into the New York market for the purchase of your general supplies it would be cheaper to do that and then ship them down to your supply base rather than to pay these enormous rentals in New York?

Admiral PEOPLES. That could be done as a matter of policy.

Mr. VENABLE. Harbor space around New York City is going to be almost priceless; they are congested there now and as the city grows—which it looks like it is going to do forever—it will be more and more that way all the time, and everything the Government gets is going to have to pay for at a tremendous rate, and it seems to me there is no assurance you will get what you need in times of

emergency except by condemnation, which means enormous expenditure. Now, if we could supply the fleet just as well from a base of our own, why is it not policy to go down to Jamestown and build a model supply base?

Admiral PEOPLES. As a matter of policy that is good business sense and is what the Navy Department hopes, in the long run, can be done with the main or primary base of the fleet, which will be Hampton Roads, and supply stations on the James River, naval fuel station at Yorktown, and coaling stations at Newport News and Lamberts Point erected during the war; training station and aviation stations at Jamestown; in other words the Hampton Roads district will be the primary base for the operation of the fleet for years to come. That is the ultimate object to which I think we ought to work.

Mr. BROWNING. How long would it take to put up a building at Hampton Roads such as you would require?

Admiral PEOPLES. A fireproof structure could be put up within, well say six months.

Mr. BROWNING. If it will take six months to put up that building and you have to get out of your present building in New York by July 1st, what are you going to do with your clothing and supplies?

Admiral PEOPLES. We would have to rent some place while the building was being completed or continue the Navy's commandeered.

Mr. BROWNING. And you can not put up a suitable building in less than six months?

Admiral PEOPLES. No, sir.

Mr. McPHERSON. If your lease expires July 1, why can you not just stay on there until the building would be completed?

Admiral PEOPLES. The building is a commandeered building.

Mr. McPHERSON. If you have no place to go can they put you out?

Admiral PEOPLES. They can dispossess us six months after the declaration of peace.

Mr. BRITTEN. We are still at war.

Admiral PEOPLES. Yes, sir; the declaration of peace has not yet been made. We can occupy that building for six months after the declaration of peace.

Mr. McPHERSON. That would not be a very desirable thing to do, but we could go to work and authorize the creation of this building

Mr. BRITTEN. It would take a million dollars?

Admiral PEOPLES. That is just for the clothing. There are about three other buildings which were built by the Navy at New York, in the same locality, for which the Navy will have to pay rental for the ground to the city of New York; they occupy, I think, about 400,000 square feet of space in all.

Mr. AYRES. Have you seen the two buildings that are being put up at Hampton Roads?

Admiral PEOPLES. Yes, sir.

Mr. AYRES. Do you remember the approximate cost of those buildings?

Admiral PEOPLES. I think Admiral Parks figured about \$3 per square foot.

Mr. AYRES. These buildings are not used at this time?

Admiral PEOPLES. Just as soon as they are finished they will be jammed full of aviation material and that sort of thing.

The CHAIRMAN. In your judgment how much would it cost to construct at Hampton Roads, on our own property, storage that will enable you to move your supplies from New York and avoid this rental?

Admiral PEOPLES. There are 360,000 square feet required for clothing and 344,000 required for supplies, making a total of 704,000 square feet, which at \$3 per square foot would be a little over \$2,000,000.

Mr. BROWNING. How much would the moving cost?

Admiral PEOPLES. Three hundred thousand dollars at least.

The CHAIRMAN. Admiral Peoples, you are contemplating storage capacity the same as that we used during the war. Now, if we construct this building during the next year, I presume at least some of your stock would have run down; you would not expect to keep so much in storage during peace times as during the war period, would you?

Admiral PEOPLES. It would come down some, sir.

The CHAIRMAN. Do you need all that space?

Admiral PEOPLES. The clothing is not all stored at New York; the space might be shaved somewhat.

Mr. VENABLE. If we are going to erect a building at the Hampton Roads-Jamestown base for this storage, we ought to erect a building not based on the needs now but on what the probable needs will be in the future so as not to have to build another one later on.

Mr. HICKS. You are figuring on a fireproof building?

Admiral PEOPLES. Yes, sir.

Mr. HICKS. Let me ask you, if we should put up a building of this kind at Jamestown or Yorktown, of course, we would supply the needs of the fleet from there, but how about the fleet base over in Europe where merchant ships are carrying our supplies to them—that is, merchant shipping sailing out of the port of New York; if we have the supplies at Norfolk and have to ship it to New York for loading on these merchant ships that would add to the expense, would it not?

Admiral PEOPLES. It would depend on the size of the fleet to be maintained in Europe.

Mr. HICKS. Is that not quite considerable, as a rule?

Admiral PEOPLES. A fair-sized number of vessels at the present time.

**Mr. VENABLE.** As a matter of fact, most of it is supplied by Government ships, is it not?

**Admiral PEOPLES.** Yes, sir; when practicable.

**Mr. VENABLE.** They come to the base to get cargoes?

**Admiral PEOPLES.** Yes, sir.

**Mr. VENABLE.** You only occasionally use commercial facilities for shipping out of New York?

**Admiral PEOPLES.** In case of vessels in Europe our supply ships generally are not sent over there, because the supply ships carry such an enormous cargo and they can not be spared for that particular purpose, and so we depend on commercial carriers for shipments to Mediterranean ports and to English and French ports, but when shipping to Caribbean ports or to California the supply ships go to the bases and load there.

**Mr. VENABLE.** The work which is done by the commercial vessels is small in comparison to that done by your supply ships?

**Admiral PEOPLES.** Comparatively speaking; yes, sir.

**Mr. KELLEY.** Why could we not use the new storage building now going up at Hampton Roads and then make some other arrangements for taking care of the supplies we intended putting in this new building at Hampton Roads? We have one large building nearing completion there now. Why not use that for this purpose?

**Admiral PEOPLES.** That is not large enough to take care of it.

**Mr. KELLEY.** It would take care of the clothing, at least.

**Admiral PEOPLES.** A considerable part of it.

**Mr. PADGETT.** That building was constructed principally for storing aeroplane material.

**Mr. KRAUS.** It could be used for clothing.

**Admiral PEOPLES.** It could be; but not economically, and then the aeroplane material must be accommodated.

**Mr. KRAUS.** You stated that your requirements were now at the maximum. In two or three years you will have an excess, will you not?

**Admiral PEOPLES.** At Hampton Roads; no, sir.

**Mr. KRAUS.** Well, are there not stocks in storage at these other places that are excess now?

**Admiral PEOPLES.** No, sir; most of the excess stocks have been

this question of New York, are greater than the facilities will accommodate. We have \$5,000,000 worth of stock of boiler tubes alone which we did not have in 1916.

Mr. KRAUS. Boiler tubes could be placed in temporary buildings.

Admiral PEOPLES. They have got to be in dry storage because they deteriorate very rapidly. This is all stock established by engineering for the replacement of boilers when necessary to repair them.

Mr. KRAUS. In these two buildings down there you have 4,000,000 feet of space more than prior to the war. What about that?

Admiral PEOPLES. No, sir; there is a total of 1,900,000 feet.

Mr. KRAUS. In both buildings?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Admiral Peoples, we have these large stores on hand which we bought during the war period; they are valuable stores, amounting to many millions of dollars; they must be well kept, kept dry; and we have to pay rent to store them or put up buildings of our own. Is not that the sum and substance of it? We have now no place to go and are likely to be ejected from the place we now occupy and will perhaps only be able to obtain storage space for a year and then have to pick up our traps and go again, and it will cost us a great deal to move, and yet we are paying rent to the amount of the interest on thirteen or fourteen millions of dollars every year in the city of New York.

Admiral PEOPLES. Yes, sir. It would be a good business proposition, I think, Mr. Chairman, to authorize additional storage space at Hampton Roads. Ultimately it will have to be done.

Mr. AYRES. You are paying \$450,000 rent?

Admiral PEOPLES. \$524,000.

Mr. AYRES. You say it will cost about \$300,000 to move?

Admiral PEOPLES. Yes, sir.

Mr. AYRES. If we were ejected from this place it would cost us \$300,000?

Admiral PEOPLES. Part of it. There are four buildings there, three on city of New York land.

Mr. AYRES. Considering the cost of moving, at least one five-story building at Hampton Roads would be required?

Admiral PEOPLES. Very close to that.

Mr. HICKS. You have looked over the ground at Hampton Roads, I presume, and are convinced that there is plenty of space for a building of this kind that would be accessible for shipping?

Admiral PEOPLES. Absolutely.

Mr. BRITTEN. How nearly would a duplicate of the big storehouse down there accommodate your demands?

Admiral PEOPLES. I think about 700,000 square feet will be required. Those buildings now there cost about \$3 per square foot. I think there are about 360,000 square feet of space in each.

Mr. MCPHERSON. I thought it was 1,900,000 square feet?

Admiral PEOPLES. That is the total with the temporary buildings included.

Mr. BRITTEN. Assuming that a duplicate of one of these buildings could be erected in five months after July 1 of this year, how nearly would that accommodate your desires for moving from New York?

Admiral PEOPLES. That would take care of the clothing situation.

r. BRITTEN. And of course you are figuring on a reduction in the stock on hand between now and July 1?

Admiral PEOPLES. Yes, sir; but we would have three other buildings in New York which would still have to be taken care of.

r. HICKS. In figuring out the floor space necessary for our storage, are you figured on any aviation material?

Admiral PEOPLES. No, sir; because that is taken care of in one of the new buildings at Hampton Roads. There is also a lot of aviation material at New York which we are going to move out of there.

r. HICKS. Will that go to Norfolk?

Admiral PEOPLES. Yes, sir.

r. KELLEY. After a few years we would not need this storage space.

Admiral PEOPLES. Yes, sir; we would.

r. BRITTEN. Would you consider it an economical proposition to construct two of that type of building for storehouses at the present time?

Admiral PEOPLES. Yes, sir; I would.

r. BRITTEN. You are quite certain it would pay the Government to do so?

Admiral PEOPLES. Yes, sir.

r. BRITTEN. Then another point while we are on this question of warehouse construction and supplies. How do you take care of ships in the Pacific Ocean?

Admiral PEOPLES. The Pacific Fleet has been maintained primarily at the navy yard at Mare Island, and from San Diego within the last year for destroyers, and for battle ships it will be necessary to establish a supply department there. The city of San Diego has donated a certain tract of land to the Government on condition that the Government improve it by putting up a storehouse, and Admiral Parks has recommended that about \$400,000 be appropriated for that building. If that is not done, it means that the supply ships have got to steam from San Diego to Mare Island and back again, using additional coal and oil, which is three times as high as it was three years ago; in other words, it means "carrying the money to Newcastle," as it would cost this additional money to secure

Mr. KRAUS. Then if we established naval activities at the mouth of the Columbia River you would want a supply station at that point?

Admiral PEOPLES. Just merely for the ships based on that particular point.

Mr. KRAUS. But you would want some kind of a station?

Admiral PEOPLES. Yes, sir; there would have to be.

Mr. KRAUS. Then if we went to Los Angeles you would want another station for any activity there.

Admiral PEOPLES. A comparatively small one; every place you establish a base that base and the ships basing on it need supplies.

Mr. KRAUS. If we merely called it an activity; for instance, say submarines at Los Angeles, would we have to have a supply base there?

Admiral PEOPLES. They would have to have supplies for these submarines.

Admiral McGOWAN. It all goes back to the same proposition: "You can live without fighting but you can not fight without living."

Mr. McPHERSON. What kind of buildings did the Navy construct on the property of the city of New York?

Admiral PEOPLES. Permanent buildings of reinforced steel concrete, one story high.

Mr. McPHERSON. Have you any arrangements for the disposition of these buildings?

Admiral PEOPLES. According to the lease of the city of New York, as I understand it, these buildings revert to the city of New York upon the declaration of peace.

Mr. McPHERSON. You mean the buildings that the Navy put up?

Admiral PEOPLES. Yes, sir; and by reason of that consideration the city gave the Navy Department a reduced rental during the period of the war.

Mr. McPHERSON. If you had these two buildings duplicated at Hampton Roads, do you think it would furnish enough space to move what stores you have at New York?

Admiral PEOPLES. Yes, sir.

Mr. McPHERSON. Why not put one of these buildings up out in California and move part of this stuff there? You will require this storage space at San Diego, will you not?

Admiral PEOPLES. Yes, sir.

Mr. McPHERSON. And the character of the supplies carried at New York would be such as would be required at San Diego?

Admiral PEOPLES. There is not space enough to go around, sir. The fleet that is based on the western coast, of course, is smaller than the fleet that will be supplied at Hampton Roads.

Mr. McPHERSON. It is being supplied from Hampton Roads while actually in the Pacific, is it not?

Admiral PEOPLES. It has not amounted to much.

Mr. McPHERSON. What is the matter with manufacturing clothing in San Francisco; are not labor conditions comparatively good there?

Admiral PEOPLES. I can not say as to that.

Mr. BRITTEN. How many square feet of space will you require at San Diego?

Admiral PEOPLES. Approximately 135,000.

**Mr. KELLEY.** That is based on what theory?

**Admiral PEOPLES.** Based on the theory that it will be a minor supply point for the fleet, sufficient to carry them along to get back the their outfitting yards.

**Mr. KELLEY.** Why would it not be a good idea to develop that a little more extensively; seeing it is the first point you reach coming up the coast from the Canal, and over 500 miles from San Francisco, why not make that a larger storehouse?

**Admiral PEOPLES.** With an increase in the vessels of the fleet in years to come, it will be necessary to increase the amount of space for the supply department at San Diego. The plan of operations contemplated for San Diego is that it will ultimately be the base of 108 destroyers and 18 battleships.

**Mr. KELLEY.** It is bound to be developed as one of the chief naval stations on the Pacific.

**Mr. BRITTEN.** Let me suggest that the property we are getting from the City of San Diego has 200 feet on one street front and 270 feet on another street front. The building regulations in San Diego call for buildings six stories high and that will accommodate a structure of about 300,000 square feet. I am wondering if it would not be good policy to construct that character of a building there now?

**Admiral PEOPLES.** I think it would, undoubtedly.

**Mr. BRITTEN.** It would be more economical to build right now to the full dimensions?

**Admiral PEOPLES.** Yes, sir; it would.

**Mr. HICKS.** Where is that site you are talking about, Admiral? Is that the shipyard site we have been discussing?

**Admiral PEOPLES.** No, sir; that is a separate site. This new site is at the foot of one of the main streets.

**Mr. KETTNER.** I would like to make a statement that this is a block fully developed and finished, on 35 feet of water; without doubt the principal block, and most expensive block, in the city of San Diego of waterfront property. I would like to ask the admiral if it is not a fact that we are now renting space for the Bureau of Yards and Docks in San Diego, and also quarters for the Marine base, and in fact several activities the Government is paying rent for now in San Diego?

**Admiral PEOPLES.** I think we are, sir, but I have not here the details of the rentals.

**Mr. HICKS.** Mr. Kettner, as I remember it, this is close to the railroad station, is it not?

**Mr. KETTNER.** Right on two railroad lines, the Southern Pacific and the Santa Fe; a spur can be put right into this property. It is within 150 feet of both the Southern Pacific and the Santa Fe.

The point I am trying to make is that by erecting this building now we could make quarters both for the marine base and the Bureau of Yards and Docks; in fact, concentrate them all in this building and the Government would probably save a great deal of money by it which it is paying out for rent and at the same time have all their offices right on the water front where all their activities take place.

**Admiral PEOPLES.** We have not the details summarized but such of the record we have here shows a few items; one for \$1,500; one for \$250, and another for \$1,250 for office rent per annum.

Mr. KETTNER. That would more than pay the rent of the property now?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. We are assuming that the fleet has been divided for all time to come; at least half of it to be kept on the Pacific coast? Perhaps our fleet on this coast would not be any larger, and if it is continued it will be larger than before the war but we would not need so much storage on this coast and will have a divided storage capacity when this goes through. Now, why should we have so much building at Hampton Roads if you consider that the fleet on the Atlantic coast will be much smaller than it has been heretofore?

Admiral PEOPLES. Yes, sir; if the fleet is actually divided in numbers and half kept in the Atlantic and half in the Pacific there can be no question but that the facilities on the western coast must be made practically equal to the facilities on this coast.

The CHAIRMAN. That is, comparing it with the present fleet?

Admiral PEOPLES. Yes, sir; but for a good many years to come, until the west coast becomes fully developed, the east coast must bear most of the load, the brunt of the burden.

Mr. AYRES. That is, you think the east coast would have to furnish supplies for a division out there?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. Have you any supplies stored in fireproof buildings that could safely be stored in nonfireproof buildings on the Atlantic coast?

Admiral PEOPLES. We have all the stores that could be properly stored in nonfireproof buildings now there, sir.

Mr. McARTHUR. The fact of the proximity of the east coast to the manufacturing centers must necessitate larger facilities here than on the west coast, does it not?

Admiral PEOPLES. The Atlantic coast must bear the brunt of the burden for that reason until the Pacific is properly developed.

Mr. McARTHUR. And it is necessary that you have larger storage facilities here than on the west coast?

Admiral PEOPLES. Yes, sir; I think so.

Mr. KELLEY. During the war they delivered steel from Pittsburgh to Los Angeles and San Francisco and built ships cheaper there than they did at Hog Island on the Atlantic coast, I am told.

Admiral McGOWAN. We did not have anything to do with Hog Island, sir.

Mr. KELLEY. They built ships of Pennsylvania steel cheaper than they did on the Atlantic coast and yet paid the freight from Pittsburgh to San Francisco.

Mr. AYRES. Do you not think that that was on account of the climate and labor conditions?

Mr. PADGETT. Yesterday we talked about supplies, purchases, etc., and since then we have been developing this storage question. In order to get a consecutive explanation of it I want to ask you if under the law what you called your clothing fund is fixed by law at \$42,000,000? Is that correct?

Admiral McGOWAN. Yes, sir; that is correct.

**"GENERAL ACCOUNT OF ADVANCES"—NAVAL SUPPLY ACCOUNT.**

**Mr. PADGETT.** Now, you have also authority by law for a fund known as "General account of advances."

**Admiral McGOWAN.** Not a fund; it is an amount totaling the total of the naval appropriations.

**Mr. PADGETT.** That then varies from year to year as the appropriation varies?

**Admiral McGOWAN.** Yes, sir.

**Mr. PADGETT.** So that the fund you call "General account of advances" is the aggregate of the naval appropriations for supplies furnished?

**Admiral McGOWAN.** For everything that is furnished.

**Mr. PADGETT.** That, then, is a theoretical fund you have established: the Treasury will advance to you on the faith of these appropriations. You purchase the goods in bulk for all the different bureaus, and as these bureaus consume them they pay for them to you out of the appropriation for the particular purpose and you then repay the amount to the Treasury; is that correct?

**Admiral McGOWAN.** Yes, sir; that is correct.

**Mr. PADGETT.** Out of all the funds that were available from the different appropriations, how much naval stores have you on hand altogether, of all kinds of goods?

**Admiral PEOPLES.** In all appropriations, sir?

**Mr. PADGETT.** Yes; clothing, provisions, equipment—everything that is under supplies and accounts. You do not handle some of them, but of what you handle what is the total?

**Admiral PEOPLES.** Exclusive of the stores that are in transit, say from New York to ships in the Mediterranean, or being transferred from one station to another, and exclusive of supplies under process of manufacture by the yard departments, somewhere in the neighborhood of sixty-five or seventy million dollars' worth, the total is about \$685,000,000; and this includes ordnance, naval supply account, materials under survey, used materials, clothing, and provisions.

**Mr. PADGETT.** Now, then, for all of that you have got to furnish adequate and proper storage facilities?

**Admiral PEOPLES.** Yes, sir.

**Mr. PADGETT.** And that is the problem before you; something like \$685,000,000 worth of materials you have to safely and properly store to preserve and have available for the proper uses of the fleet?

**Admiral PEOPLES.** Exactly, sir.

**Mr. PADGETT.** And in addition to that you have to have an emergency surplus for this transit matter that comes and goes at regular times?

**Admiral PEOPLES.** It is in transit every moment of the 24 hours of the day the whole year round.

**Mr. KELLEY.** I want to ask one or two questions, please, in regard to these supplies. In answer to Mr. Padgett's question, you stated you had \$685,000,000 worth of supplies. Now, that amount of supplies was purchased by your department with money appropriated for that purpose during the war period. These goods are all paid for, are they not?

**Admiral PEOPLES.** They have been paid for.

Mr. KELLEY. Where did you get the money?

Admiral PEOPLES. From the various appropriations of the Navy: from clothing, stores' fund, ordnance, and from general account advances.

Mr. KELLEY. It has all been provided by law?

Admiral PEOPLES. Absolutely.

Mr. KELLEY. And the reason why you have so much is that you thought your needs would be greater than they turned out to be, because the war ended sooner than was expected?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. The Bureau of Supplies and Accounts has always been forehanded and have had the goods when needed; do I understand that Congress will have to appropriate \$685,000,000 before the bureaus can draw these supplies?

Admiral PEOPLES. No, sir.

Admiral McGOWAN. We are liquidating now. We are selling something like half a million dollars' worth a day; some of it is slow-moving. We are not profiteering, but we do not believe in selling these excellent stocks at a sacrifice. If we can pick up a profit we try to do it. We have a young officer named Peterson who was going to sell some flannel. He is a reservist. He advertised the material several times and got some bids, but did not think they were quite enough because they did not equal the cost of the articles. He advertised again and cleaned up \$380,000 profit. That is an example of the way we are trying to handle the proposition.

Mr. KELLEY. This \$685,000,000 worth of supplies, of course, is a larger stock than you intend to carry for the use of the Navy and are selling to private parties by getting these proposals you speak about. How much of this \$685,000,000 do you propose disposing of.

Admiral PEOPLES. The analysis of that \$685,000,000 is about this: In naval supply account about \$230,000,000 and in the appropriation purchase account, which includes primarily ordnance, \$355,000,000.

Mr. PADGETT. What does that ordnance consist of?

Admiral PEOPLES. Guns, ammunition, and everything of that sort. That has been appropriated by the committee.

Mr. PADGETT. That is not for sale?

Admiral PEOPLES. No, sir.

Mr. KELLEY. You could sell it, could you not?

Admiral PEOPLES. No, sir; there is not a market for it.

Mr. PADGETT. Suppose you had a lot of copper?

Admiral McGOWAN. We do not carry copper under ordnance; that is carried under naval supplies because it is used in common by C. and R. and steam engineering and by ordnance, and is purchased under naval supply account and, when drawn from store, is charged up against the bureau using it. The committee has absolute control over every dollar expended because theoretically they can say to ordnance just how much to spend for copper; but in the ordnance account there will be very little material sold.

Mr. KELLEY. That will have to be supply stock for the Bureau of Ordnance and held until used by that bureau?

Admiral PEOPLES. Ninety-nine per cent of it is guns and ammunition and will not be consumed.

Mr. KELLEY. Before that can be issued to the Bureau of Ordnance we will have to appropriate \$355,000,000?

Admiral McGOWAN. No, sir.

Mr. KELLEY. The Bureau of Ordnance can help themselves to this stock?

Admiral McGOWAN. Yes, sir.

Admiral PEOPLES. The next account is what we call "Used material account;" that is, an article of equipage like a boat, for example, used aboard ship and not in good condition. It is turned into store and surveyed but still will be of future possible use and value at a reduced appraisal and that article would be carried in the "Used material account." This account runs up to about \$9,000,000.

Mr. McPHERSON. Is that \$9,000,000 cost?

Admiral PEOPLES. That is the appraised value.

Mr. KELLEY. Where is the other hundred million?

Admiral PEOPLES. Under provisions there are about twenty millions and under clothing about eighty millions.

Mr. KELLEY. What would be in this naval supply account; what would be the nature of the supplies in that account?

Admiral PEOPLES. There are carried in the naval supply account about 60,000 different items.

Mr. KELLEY. What would be the chief one?

Admiral PEOPLES. Everything under the sun; all sorts of tools and other supplies.

Building repair, maintenance, and for materials necessary to keep the shops in the yard departments going.

Mr. KELLEY. In order to use that \$230,000,000 worth of supplies for the Navy have we got to make an appropriation of \$230,000,000.

Admiral PEOPLES. No, sir; the money will be appropriated in the different bureau appropriations.

Admiral McGOWAN. It is appropriated to the bureaus and the committee retains its control. This is simply an account between the making of the appropriation and the final expenditure.

Mr. PADGETT. You buy, and then you sell to the bureau using this material, and they take their appropriation to pay you for it?

Mr. KELLEY. I understand here is a large fund, and if you are going to make no appropriation to make the stock available, how are you going to get the money back into the Treasury?

Mr. REED. If I may be permitted to say a few words, we have already borrowed the money from the Treasury under the general account of advances to pay for this material, and when the material is used a charge is made against the bureau's appropriation, the general account of advances is credited, and our indebtedness thus reduced. It does not take an additional dollar out of the Treasury.

Mr. KELLEY. But you have to pay the Treasury back?

Mr. REED. Yes, sir.

Mr. KELLEY. Then you have to collect from the taxpayers?

Admiral McGOWAN. No, sir; it is a bookkeeping proposition entirely.

Mr. PADGETT. As I understand, Mr. Kelley wants to know how the different bureaus get it.

Mr. KELLEY. Yes, sir; that is what I want to know.

Mr. PADGETT. You have already paid for it out of general advances. Now, when we appropriate so much for ordnance, so much for steam engineering, etc., and when they want anything they take their appropriation and purchase out of this, and that money repays the Treasury.

Admiral PEOPLES. Yes, sir: that is the way.

Mr. KELLEY. On what authority did the Treasury allow you to purchase \$230,000,000 worth of material?

Admiral PEOPLES. Because at that time the appropriations had been made.

Mr. KELLEY. In other words, Congress had appropriated an amount equal to this sum?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. Then why do we have to do it again?

Admiral McGOWAN. You do not have to do it again. The reason we have so much more stock than we have money to pay for now was that at the time the purchase was made there was plenty of money against which to charge it, but the armistice came, and the Appropriations Committee took back this authorization after we had bought this big stock to continue the war.

Mr. PADGETT. For example, if the Navy Department went out of business to-day this \$230,000,000 worth of material would be sold and the money returned to the Treasury; in other words, this money has been advanced by the Treasury.

Mr. KELLEY. On the strength of appropriations made heretofore?

Admiral PEOPLES. On the strength of the appropriations made by Congress. If Congress had not appropriated any money the Treasury would have \$230,000,000 worth of material instead of dollars. The reason for it was this: Suppose the committee appropriated \$100,000, as was done years and years ago before this naval supply account was created, appropriated \$100,000 for the construction of a building at the navy yard, under the old scheme the public works officer of the navy yard could expend that entire \$100,000 for labor and take fifty or sixty thousand dollars worth of material and put up a building that would cost \$160,000, which the appropriation stated should cost only \$100,000.

Mr. KELLEY. Now, when the Committee on Appropriations took back so many millions from the Navy, they said we have saved that much, several hundred million dollars. Now, you come along here and say we have got to reappropriate in order to make the surplus stock available.

Admiral PEOPLES. Part of the stock that is included—

Mr. KELLEY. I know that part of this \$230,000,000 worth of material you intend to sell. Will you sell \$100,000,000 worth?

Admiral McGOWAN. We will sell at least that much.

Mr. KELLEY. Well, say, for the sake of argument, that you sell \$100,000,000 worth and retain \$130,000,000 worth for use, and they requisition you for this amount: they have to pay you for it, do they not?

Admiral McGOWAN. That is surplus: we have a surplus of more than that.

Mr. KELLEY. This \$685,000,000 is a surplus?

Admiral McGOWAN. I did not say that; I said there is a surplus stock of more than the amount the Appropriation Committee took back from us. We will work this thing out perfectly.

Mr. KELLEY. The Appropriation Committee did not take back from you what the Navy itself will need?

Admiral McGOWAN. We will have all they need. In my annual report there are three pages about this particular account, which I would appreciate having you look over at your leisure.

**Mr. KELLEY.** Here are large quantities of stores and other supplies that are in your department under your jurisdiction. Some of them you can sell and some of them you are going to assign to the ships under one regulation or another. Instead of appropriating the money for these various bureaus for the coming year to buy supplies from you that you have already on hand and paid for, and thereby piling up a good many million dollars, why could we not authorize you to supply the different bureaus of the Navy out of surplus stock you have on hand without making any appropriation?

**Admiral McGOWAN.** That could be done.

**Mr. KELLEY.** And if you do it that way, it does not cost the Treasury any more and it does not cost the taxpayer any more.

**Admiral McGOWAN.** All that I am willing to admit in that connection is that it could be done. But I would hate to see it done.

**The CHAIRMAN.** Shall we have it read to us?

**Mr. AYRES.** Yes.

**Mr. VENABLE.** That will show how this is done?

**Admiral PEOPLES.** Yes, sir. The naval supply account has existed for 10 years as such and was an evolution from the old naval supply fund which was in itself a fund and was established about 1896, and it has continued right along as such from that year up to the present time. I will read the statement showing the naval supply account.

(The statement is as follows:)

The naval supply account is a selected stock of standard materials carried by supply officers at navy yards and aboard ship for issue. It is kept up by systematic purchases by the Bureau of Supplies and Accounts on consolidated schedules for the entire naval service. These purchases are made with definite knowledge that a minimum quantity of articles of certain kinds and sizes will be required by the Navy for its regular program of operation and production, but are made in advance of detailed requirements by individual ships and shops for specific projects. By this forehandedness, the losses and delays incident to hasty, spasmodic, local, and limited buying are avoided.

The materials purchased are those in general demand by all bureaus for the purposes of their various appropriations and in general a three to six months' stock is carried. The following are mentioned as examples of the principal commodities carried: Lumber, steel, ingot and bar metals, tubing, pipe, chemicals, linoleum, hose, canvas and other textiles, hardware, bolts, rivets, nails, screws, electrical materials and fittings, plumbing fixtures, insulating materials, packing, leather, belting, rubber, cordage, chain, wire, glass, kapok, cleaning materials, waste, mess gear and galley gear, fuel, small tools, and the many articles of ships' equipment.

In establishing naval supply account, whereby forehanded consolidated buying might be made possible, Congress provided in the deficiency act of June 25, 1910, and naval act of March 4, 1911, that between the time of purchase and of issue the cost of materials would be financed by the revolving fund, "General account of advances," on account of the impracticability of determining at time of purchase or manufacture exactly what items would be used for and charged to specific appropriations.

The "General account of advances" had been established by the act of June 19, 1878, in order that the balances of money carried by Navy disbursing officers under the various appropriations might be consolidated and a minimum working fund of money furnished to them in advance of exact knowledge as to the appropriations for which it would be expended. It was realized that the same and other important reasons connected with the proper control by Congress of naval expenditures, business-like administration and adequate preparedness existed for establishing a similar method of caring for the material requirements of the Navy. The machinery of "General account of advances" being available for the purpose, it was provided that the naval supply account should be a material branch of "General account of advances," whereby the cost of material purchased and manufactured for stock would be charged to "General account of advances (naval supply account)." Naval supply account is thus a revolving fund within "General account of advances"; when mate-

rial is issued from stock its value is charged to the proper naval appropriation and "General account of advances (naval supply account)" is correspondingly reimbursed.

The establishment of this account resulted in a consolidation of material stocks in the custody of supply officers similar to the consolidation of funds in the custody of disbursing officers, doing away with the practice of purchasing separate parallel stocks under the several appropriations available only for the purposes of the specific appropriation under which purchased and abolishing the practice of exceeding the limits of current appropriations through the use of material purchased under lapsed appropriations.

The stock carried in naval supply account constitutes in no sense a liability to the various appropriations for which it is purchased, except that small losses and deterioration must be met; but on the contrary it is a practical asset to the fleet and to the manufacturing divisions in its instant availability. Deterioration is kept at a minimum, the accumulation of losses is avoided, and in general the entailing of any obligation on the bureaus to draw out naval supply account material as a charge to their appropriations in excess of actual requirements is obviated by maintaining the stock in prime liquid condition through judicious purchasing, through systematic inventorying, and through the exclusion of special, experimental, or rapidly deteriorating materials, such as ordnance, airplanes, medical supplies, provisions, and clothing, which with many exceptions are purchased directly under the appropriations.

With the increase in the tying up of money in parallel stocks and the increase of availability of the materials carried has come a greatly increased readiness to meet the material requirements of the Navy. It has been possible to view these requirements as a whole and to make consolidated purchases in a systematic way and when the market is favorable, irrespective of the condition or requirements of individual appropriations. A flexible system is the result whereby excess accumulations are avoided, but at the same time an active working stock is provided for current and emergency purposes. The effect on adequate material preparedness for war has been very great.

From a practical business standpoint, the bulk and seasonal purchasing made possible by naval supply account results in large savings to the Government in obtaining wide competition among producers and low prices and avoids the stimulation of market prices which results from decentralized buying. Storage problems have also been simplified, the development of a consolidated storehouse personnel specially trained in standard commodities has been another feature, and there has been a marked development in standardization of specifications. These points are enumerated more in detail below.

From the standpoint of effective control of expenditures by Congress, naval supply account has two features which were brought out at the time of its establishment as being of the utmost importance in the prevention of abuses. One of these is that an appropriation can not be used for the purchase of material in excess of actual needs. Near the close of the fiscal year, naval supply account makes it impossible to expend or to obligate balances of appropriations which were available to be turned back to the Treasury. Under the consolidated supply system, any material that is needed for actual work may be issued from stock as a charge to the appropriation concerned; but all unused stock material is required to remain in the custody of the supply officer under naval supply account or, if drawn in excess, to be promptly returned to stock. Nor, under the present system, can obligations for future deliveries of material not required for current needs be up against the expiring appropriation, since all stock materials are contracted for under naval supply account.

The second important feature of control by Congress which is made possible by naval supply account is connected with the one first stated and consists in preventing the annual operations under the various appropriations from exceeding the limits fixed in the appropriation acts. Under the system of buying material directly under appropriations which prevailed prior to the establishment of naval supply account millions of dollars worth of excess unused stocks were purchased under the appropriations. These stocks were available for future fiscal years and it was possible through the use of this material paid for from lapsed appropriations to have projects greatly exceed in cost the amount specified by Congress. For example, a building costing the Government \$25,000 could be erected under an appropriation which limited its cost to \$15,000 by expending for labor the \$15,000 provided by the appropriation and by using \$10,000 worth of "velvet" material which had been purchased under a prior appropriation in excess of the actual needs of the prior year.

The specific advantage of naval supply account—and there are no disadvantages—may be recapitulated as follows:

## FINANCIAL.

1. Reduces money necessary to provide working stocks of materials.
2. Lodges charges for material when used against the appropriation Congress intended should pay for the material.
3. Permits purchases in volume, shipments in large lots.
4. Insures wide competition among all producers.

## STORAGE.

1. Permits one storehouse organization for the Navy.
2. Reduces demand for space, as it provides one instead of many reserve stocks.
3. One man has records of all Navy stocks available.
4. Permits everything of one kind to be stored together, so that the Navy knows or can quickly determine what it has.
5. One reserve for all users instead of one for each.

## PURCHASING.

1. Makes possible a centralized controlled buying for the entire Navy.
2. Permits purchases when market prices are low.
3. Enables industry to keep going when commercial demands fall off—prices low as a result.
4. Avoids competition by Navy purchasers against each other.
5. Makes business attractive through large orders which permit lower costs of production.
6. Permits purchases from manufacturers instead of dealers—eliminates the middleman's profits.

## ADMINISTRATIVE.

1. Puts all stores into one "pool" from which any need may be supplied.
2. Makes standardization of stocks possible, eliminates variety of sizes and types, and reduces stocks accordingly (112 sizes of brass and copper sheet have been reduced to 31 sizes and all needs met as before; the variety of sizes of tools has been reduced fully one-half in all cases; countless examples could be cited).
3. Permits use of a standard stock catalogue, letting every person know what there is in store and what materials the Navy uses.
4. Enables designers to adapt plans to materials on hand and ready when work arises.
5. Keeps stocks from deteriorating, as oldest stock is now used first.
6. Reduces volume of clerical work incidental to purchasing, number of contracts, small inspections, less than carload shipments—clerical work in storehouses.
7. Permits development of competent storehouse personnel by enabling men to specialize on separate lines of stores.
8. Permits charging off deterioration of stocks at time it occurs.
9. Avoids wide fluctuations in prices, such as occur commercially, by averaging prices of stocks on hand with prices of new purchases. This plan of pricing stocks upon issue keeps issue prices below prevailing market prices when the latter are rising and above them when they are falling. So, if the materials purchased are of the right kind for Navy use, there is no loss suffered in any event, for an apparently high issue price now has already been offset by issues at a lower price in the past.
10. Some articles now in naval supply account are held at prices above present market prices. Some are below such prices. It is probably safe to assume that on the whole the present stocks could not now be duplicated for the same sum. If perchance the prices are above present market prices, the Navy has gained the benefit of corresponding lower prices during the war period. Many articles now in store were bought at prices below then ruling prices and below present ruling prices. The general opinion is that prices on the whole will be maintained for at least a year, so, the present stocks will be used before any drop in prices occurs.
11. The centralized buying of the Navy during the war was the one feature of business administration which met with no criticism. It was praised by every one who saw its operations. It has become the model for other Government departments and was the foundation upon which the War Industries Board based its plan of control of all Government buying during the war. Naval supply account alone made possible.

## PREPAREDNESS.

1. Permits purchases in time of obvious need and maintains a reserve of imported materials needed for war demands. (The plan of annual appropriations, buying only for needs of the year, does not permit accumulation of materials which can be bought only abroad. When the war came on, unless the Navy had had naval supply account, it is substantially a fact that it would have had no tin for bearing metal, no shellac for ships' bottom paint, no kapok for life preservers or mattresses, no hemp for cordage, no nitrate for powder, no teak for decking, no wool for clothing.)
2. Navy repair work demands stocks to admit of any reasonable repairs being promptly made. Carrying of these stocks adds to sea-keeping ability of the fleet.
3. When war was imminent, it permitted immediate purchases of stores which were as valuable to the Government, whether or not war came, as so much gold in the Treasury. The Navy needs for common stores for the first year of the war were contracted for before the war inflation of prices had taken effect.

## ABUSES PREVENTED.

1. Use of this year's appropriation to buy materials to be used next year or years later.
2. Material may be drawn for use only and may not be drawn now for use under next year's appropriation.
3. As property is issued at average cost of all such property on hand and must be paid for accordingly, there is no longer any property which can be issued without charge to the using appropriation. (See Hearings of Paymaster General Rogers before House Naval Committee, 25 Apr., 1910.)

The provisions of law relating to the naval supply account are as follows:

The deficiency appropriation act of June 25, 1910 (36 Stat., 774, 792), contained the following provisions:

"Naval supply account for the Naval Establishment: All stores on hand July first, nineteen hundred and ten, shall be charged to a naval-supply account on the records of the Bureau of Supplies and Accounts, and all purchases of stock or expenditures for manufactured or repaired articles for stock at navy yards or stations, during the fiscal years nineteen hundred and eleven and nineteen hundred and twelve, shall be charged to this account and be paid for from 'General account of advances.'"

"The amount so advanced during the fiscal years nineteen hundred and eleven and nineteen hundred and twelve shall be charged to the proper appropriations as these stores are consumed from stock, and when disbursements made for all other purposes are accomplished, the amounts so charged shall be returned to 'General account of advances' by pay or counter warrants: *Provided, however,* That such material as provisions, clothing, and small stores, medical stores and such other materials as the Secretary of the Navy may designate, may be purchased by specific appropriations or transferred to specific appropriations before such materials are issued for use or consumption. The said charge, however, to any particular appropriation shall be limited to the amount appropriated therefor."

"Credit shall be made to appropriations during said fiscal years nineteen hundred and eleven and nineteen hundred and twelve for the value of surveyed material taken from repairs made to ships or plant at navy yards and stations, or for stores turned in from ships, and this credit shall be not used by the bureaus to increase the amount of that appropriation, but shall be a deduction from the operating expenses of the annual appropriation concerned, subject to the same provision as stated in above paragraph."

The naval appropriation act of March 4, 1911 (36 Stat., 1265, 1279), provided:

"The permanent naval-supply fund created by the act of March third, eighteen hundred and ninety-three, as modified by the acts of June tenth, eighteen hundred and ninety-six, and March third, eighteen hundred and ninety-seven, and further increased by the acts of January fifth, eighteen hundred and ninety-nine, and February fourteenth, nineteen hundred and two, is hereby abolished, and of the sum remaining on the books of the Treasury to the credit of the said fund after the adjustment of all liabilities, the Secretary of the Treasury is hereby authorized and directed to cause the sum of one million five hundred thousand dollars transferred to the credit of said fund from the general account of advances to be returned to general account of advances, and the remainder to be covered into the Treasury; and hereafter the naval-supply account for the Naval Establishment, as created by the act of June twenty-fifth, nineteen hundred and ten, under the Bureau of Supplies and Accounts, shall govern the charging, crediting, receipt, purchase, transfer, manufacture, repair, issue, and consumption of all stores for the Naval Establishment, excepting the materials named

hat act and such other materials as the Secretary of the Navy may designate: *Provided*, That the amount expended under general account of advances for the purchase of manufacture of stores and materials for the Naval Establishment shall not exceed amount available for such purposes."

the naval appropriation act approved June 30, 1914, provided that:

Those portions of the acts of June 25, 1910, and March 4, 1911, which create the supply account under the Bureau of Supplies and Accounts are hereby so amended and amended that hereafter the appraised value of all stores, equipment, supplies turned in from ships, and ships' equipment turned in from yards or ports (except salvage), shall be credited to the current appropriations concerned, the amounts so credited shall be available for expenditures for the same purposes as the appropriations credited; and all acts or parts of acts, in so far as they conflict with this provision, are hereby repealed."

**Mr. KELLEY.** During the war large appropriations were made to meet the war needs. Your department could take the aggregate of these sums and go out in the market to buy supplies.

**Admiral McGOWAN.** Yes, sir.

**Mr. KELLEY.** Then, as the several bureaus needed these supplies they came in and paid for them and you reimbursed the Treasury?

**Admiral McGOWAN.** Yes, sir.

**Mr. KELLEY.** When the armistice came on you had these supplies on hand purchased against the appropriations which had been made. Now, the several bureaus at once saw that they would not need all their appropriations, would not need to go to you with all their appropriations for supplies. So the Appropriations Committee took such excess away from them, but you still have the supplies on hand, and now before any one of those bureaus can come and get the supplies an appropriation must be made for that purpose. It does not mean, however, that the Government will have to buy any new supplies. The Government has bought the supplies; they are on hand and paid for. We simply appropriate the money, say, for the Bureau of Yards and Docks. They come to your bureau and pay for those supplies and the money goes right back into the Treasury again. Is that right?

**Admiral McGOWAN.** That is correct.

**Mr. KELLEY.** So that whatever we might appropriate in this bill covering excess stocks, surplus stocks, it really goes around in a circle. The Treasury advances it to the proper bureau, the proper bureau turns it over to you, and you turn it right back to the Treasury.

for and it is surplus stock, the appropriation against which it is charged having been taken away from the bureau, now, if Congress remakes that appropriation, it does not mean that the Government will spend any money at all?

Admiral McGOWAN. They will not buy that same property twice; no, sir.

Mr. KELLEY. That material is on hand and paid for and you need to give the various bureaus a proper amount of money so that they can come to you and get the supplies which they have, which have already been paid for, and then the money goes back into the Treasury. There might be in this bill, for instance, \$100,000,000 easily of supplies that would not cost the Government anything.

Admiral McGOWAN. No actual cash. No cash transfer, but it is not different from what it was all the time; the only difference is that they pay now.

Mr. KELLEY. A great many people in the House will say, you have got \$685,000,000 worth of supplies now. Why do you want us to appropriate more money if you have this on hand? I want it clearly understood that for the surplus stock on hand, although the money appears in this bill, it came out of the Treasury, went through your bureau back into the Treasury and did not cost the Government a single dollar; it is only a matter of bookkeeping.

Admiral McGOWAN. If they draw against any stock that is on hand, there is no cash transaction; it is a bookkeeping function purely.

Mr. KELLEY. If the money was appropriated in the bill in the aggregate it would be \$100,000,000.

Admiral McGOWAN. Not that much.

Admiral PEOPLES. The amount would be the amount of material that would be drawn and charged to the appropriation, C. and R., Ordnance, Steam Engineering, and Yards and Docks during the next year which would not need to be replaced.

Mr. KELLEY. You have got \$685,000,000 here of stock on hand. That may be a very much larger stock than you ordinarily carry. What would you carry, as a matter of prudence, in peace time?

Admiral PEOPLES. The naval supply account in the beginning of the war amounted to about \$80,000,000.

Mr. KELLEY. And that is now \$600,000,000 more than you had then.

Admiral PEOPLES. That is not naval supply. The \$230,000,000 only is naval supply account.

Mr. KELLEY. I am perfectly clear about that. So far as any drain on the Treasury is concerned, or any necessity for raising taxes is concerned, any stock that we have on hand and has been paid for goes to the proper bureaus through these appropriations. It is only a question of bookkeeping.

Admiral PEOPLES. You are returning to the Treasury money that has been advanced by the Treasury.

Mr. KETTNER. What recourse would the S. and A. have in case they lost \$300,000,000 by fire? Suppose the stock in New York, for instance, was completely destroyed, how would you reimburse the Treasury?

Admiral PEOPLES. It could not be done. This is an asset only while it exists.

**Mr. KETTNER.** You would have to come to Congress to get an appropriation to replace it.

**Mr. AYRES.** There is no other method of handling these matters at all except an appropriation to the proper department?

**Admiral McGOWAN.** Practically, when we have material on hand, they are appropriating that; there is no expenditure in dollars; it goes from one account to another.

**Mr. KELLEY.** It is really the same thing whether we authorize the various bureaus to make a draft on you for a certain amount of clothing or supplies, or whether we give them the money here to pay you. It comes back into the Treasury. It makes no difference.

**Admiral McGOWAN.** It is authorized for an expenditure of governmental value.

**Mr. KELLEY.** Can you give the committee a very close estimate of how much really this bill carries in dollars in the way of appropriation which, after all, are no drain upon the Treasury, and it is merely a matter of bookkeeping for the coming year?

**Admiral PEOPLES.** No, sir; it would be difficult to determine.

**Mr. KELLEY.** You know how much you have on hand?

**Admiral PEOPLES.** The Bureau of Construction and Repair comes to the committee, and so does Steam Engineering, and says that they will need, say, \$30,000,000 for the repair of ships under C. & R. during the next year. That \$30,000,000 is for pay of labor and material. Some of that material—much of that material—will be drawn out of this \$230,000,000.

**Mr. KELLEY.** Already paid for.

**Admiral PEOPLES.** Already paid for. There will be other material not carried in here, not available anywhere, which must be purchased. This material is being purchased every week. The bids are being opened every week and will be during every week of the next year.

**Mr. KELLEY.** Still out of your long experience and knowing you have \$230,000,000 of supplies on hand, and knowing what the requirements are under the bill for the various bureaus, you ought to be able to give a pretty close estimate.

**Admiral McGOWAN.** There are a number of different elements that enter into that question. It would be absolutely a guess, a pure guess.

**Mr. AYRES.** You could not tell what the other people are going to demand. But you can not tell what they are going to demand from the material on hand.

**Mr. KELLEY.** But they have long experience in dealing with these various bureaus.

**Admiral McGOWAN.** Not that way.

**Mr. KELLEY.** We want to know how much of this is bookkeeping millions and how much is an actual cash drain on the Treasury.

**Admiral PEOPLES.** Goodness only knows. That would be a pure guess.

**Mr. KELLEY.** I believe you can figure that out closer than you think; take, for instance, the clothing.

**Admiral PEOPLES.** That has nothing to do with it.

**Admiral McGOWAN.** That is a fund and has nothing to do with the Naval Supply Account.

**Mr. KELLEY.** You have \$80,000,000 worth of clothing on hand. As the men draw that clothing they pay for it?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. And that is all there is to that transaction?

Admiral McGOWAN. That is all.

Mr. KELLEY. You are simply having to store the surplus clothing until it is used or until you sell it?

Admiral McGOWAN. I am selling some of it.

Mr. KELLEY. So that is not a drain on the Treasury?

Admiral McGOWAN. No, sir. There will not be any drain.

Mr. KELLEY. Except this \$6,000,000 we spoke of yesterday.

Admiral McGOWAN. That \$6,000,000 was actually what you took away from me and it just puts me that further behind in liquidating.

Mr. KELLEY. It is just bookkeeping?

Admiral McGOWAN. It looks like it is only going to be bookkeeping as far as that sale is concerned. I was hoping to furnish those to the new recruits.

Mr. KELLEY. I think it would be a great advantage to the committee if you could approximate that amount.

Admiral McGOWAN. We can make a guess at it.

Mr. KELLEY. I think you can come closer than a guess at the amount of supplies you have on hand for which appropriations will be made and which will simply revolve about and go back into the Treasury without making any drain on the Treasury.

Mr. VENABLE. What is the legal limit of advances by the Treasury Department?

Admiral McGOWAN. Not to exceed the total current appropriations.

Mr. KELLEY. I did not want the gentleman to get the impression that I was opposed to this system of bookkeeping at all. The point I want to get at is that you could furnish us with as close an estimate as you can of the aggregate items in this bill which will really not be a burden on the Treasury by reason of the fact that the Bureau of Supplies and Accounts already has these articles on hand and paid for. It is merely a matter of bookkeeping.

Admiral McGOWAN. I, of course, am going to do my utmost to carry out your wishes and the wishes of the committee. But when I say that is a guess, I mean these estimates are not made by me. That is the estimate of the Construction and Repair, the Steam Engineering, made by people outside of my control, and if that information is worth the paper it is written on, I submit that the people who made the estimates must give you this estimate. They know for what they asked this money. I have no idea whatever.

Mr. KELLEY. They know just what you have on hand.

Admiral McGOWAN. Yes; they can find out.

Admiral PEOPLES. Take the item of structural steel, as an illustration, stocks of which have been purchased and stored at New York, Boston, Philadelphia, and Norfolk, up and down the coast, probably 40,000 tons of steel plates and shapes on hand now, in the neighborhood of \$12,000,000 worth. Probably all of that material was purchased upon requisition of Construction and Repair under the naval supply account. We do not know during the next year what their plans are for the repair of ships or how much of the structural material they will need and draw from that \$12,000,000 stock.

Mr. KELLEY. But you can get all that information from them and you will be a clearing house through which we will be able to get it all.

Admiral PEOPLES. We will be glad to ask for it; yes, sir, if obtainable.

Admiral McGOWAN. We will get that information as far as we can, as you wish it.

Mr. KELLEY. Which one of those funds does the food come out of?

Admiral McGOWAN. No fund. It is an appropriation for provisions for the Navy. It is a straightaway appropriation annually, and has nothing to do with any of the funds.

Mr. KELLEY. How does the Navy get that?

Admiral McGOWAN. That is from a straight appropriation every year.

Mr. KELLEY. How does the Navy get it from you?

Admiral PEOPLES. Permit me to illustrate: Supplies and Accounts has taken into consideration in its estimates for provisions for the Navy for next year the stocks of provisions that will be on hand and left over from this year's appropriations.

Mr. KELLEY. Have you done that with blankets, and all that kind of thing?

Admiral PEOPLES. No, because that comes out of the clothing fund. That is not an appropriation.

Mr. KELLEY. Just the food you have taken into account all that you have on hand.

Admiral McGOWAN. In the doubling up.

Admiral PEOPLES. We must sell much of the provisions as rapidly as we can. Much of it will not keep until next year and would be a total loss.

Mr. KELLEY. How much food have you got on hand?

Admiral PEOPLES. On the 30th of December, \$20,000,000. That will give us time enough to buy under next season's pack.

Mr. KELLEY. The money that you get from the sale of the food, you turn back into the Treasury?

Admiral PEOPLES. When we sell it, yes, sir; it goes into "Miscellaneous Receipts."

Mr. KELLEY. The Navy makes requisition for the food but does not pay you for it?

Admiral McGOWAN. The food is issued by a commissary officer without charge. That is one of the few things that the bluejacket gets without paying for.

Mr. KELLEY. How do you happen to have so many different systems, one system for food and another system for blankets, and the like?

Admiral McGOWAN. I should like very much to say this, that if there had been authorization for furnishing the men with their clothing free, I should have been glad. Of course, I am only carrying out the acts of Congress.

Mr. KELLEY. The men do not have to buy their blankets?

Admiral McGOWAN. Recently they do not buy their blankets, but all their clothing they do. Under a general order they do not buy their blankets.

The CHAIRMAN. They buy out of a certain fund we appropriate.

Admiral McGOWAN. I hope the committee will see its way clear to furnish the men with their clothing free.

The CHAIRMAN. We will recess until two o'clock.

(Thereupon, at 12.45 o'clock p. m., the committee recessed until two o'clock p. m.)

## AFTER RECESS.

(The committee reconvened at 2 o'clock p. m.)

## PAY—MISCELLANEOUS.

The CHAIRMAN. Proceed, Admiral.

Mr. KELLEY. As far as I am concerned, I thoroughly understand, I think, the methods of handling the funds as set forth in the article which Admiral Peoples has read into the record.

Mr. BROWNING. Is there any particular item you wish to direct attention to?

Admiral PEOPLES. No, sir.

Admiral McGOWAN. Mr. Chairman, if this were work all my own I should say very little about it, but the system as we find it is a monument to the magnificent ability, the genius of Rear Admiral Eustace B. Rogers.

*Pay of reservists, transferred.*

The CHAIRMAN. Pay of reservists, transferred:

For the continued temporary employment of inactive members of the Naval Reserve Force or former members thereof who have been honorably discharged, or, in lieu thereof, for the employment in accordance with civil service rules of other persons having a civil-service status, in such number in the capacities of clerks, messengers, laborers, and other assistants as in the judgment of the Secretary of the Navy may be necessary to the transaction of the official business of the Naval Establishment, \$1,000,000.

This is for continuing in the service a number of civil-service employees not cared for in the legislative, executive, and judicial appropriation bill.

Can you not provide for this additional clerk hire under pay, miscellaneous?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. And not let it appear in here?

Admiral PEOPLES. Yes, sir. We can transfer that item of a million dollars to "Pay, miscellaneous."

Mr. McARTHUR. Do you need those clerks?

Admiral PEOPLES. These clerks are the clerks that are employed in the field; that is, in the offices of the commandants of the naval districts and was explained by Admiral Coontz in his testimony before the committee the other day.

Mr. McARTHUR. I think it is better we should explain it, because it appears in this print and if it is transferred without a full cause and ground appearing in the hearing, we will have to explain it. Therefore, I will ask you gentlemen to explain the necessity for the employment of these people. My first question was particularly directed to the allotment of these clerks in your bureau.

Admiral PEOPLES. But the clerks in the bureau come under the legislative bill.

Mr. McARTHUR. Have you any of the yeomenettes—marinettes—in the bureau?

Admiral PEOPLES. No, sir.

Mr. REED. They will be taken care of for the offices under the bureau in the appropriation maintenance, Supplies and Accounts, provided the committee gives us sufficient money.

Mr. McARTHUR. This item is for clerks outside of Washington, formerly yeomenettes.

Mr. REED. Many of them?

Mr. KELLEY. All outside of the District of Columbia?

Mr. REED. And some employed in Washington at the navy yard.

Mr. KELLEY. Where are these yeomenettes included, in the District of Columbia, in the naval bill?

Admiral McGOWAN. Under the appropriation for additional clerks carried in the legislative bill. That carries funds for the clerks here at the Navy Department.

Mr. KELLEY. How many are doing work in your bureau?

Mr. REED. None; this is entirely for the Navy.

Mr. KELLEY. Is this work mainly in connection with keeping the records of the Naval Reserve?

Mr. REED. That is in communications service, radio service, and so forth, within the districts. This is merely for the Navy owned stations. It is not intended for the privately owned which, I think, were turned back night before last.

The CHAIRMAN. Are they all reservists? The title of this paragraph is "Pay of reservists." Will this employ men or women, or both?

Admiral McGOWAN. Both.

The CHAIRMAN. Will it employ anyone who is not on the civil-service list?

Admiral McGOWAN. Not after the 30th of June.

The CHAIRMAN. I do not understand it so. It says employment under civil-service rules.

Admiral McGOWAN. If this proposition is approved, it would authorize the temporary continuance of the ones who were classified under the civil-service rules.

The CHAIRMAN. If this should be transferred over to the other appropriation, "Pay, miscellaneous," you would not be able to take anyone except from the civil-service list?

Mr. REED. That is right.

The CHAIRMAN. I would like to know why you do not go to the civil-service list for all the employees? Why is it wanted to have these in the unclassified service.

Mr. REED. I can see no reason why they should not after the 1st of July; that is, those who have not been able to qualify for civil-service appointment by July 1 should be replaced with civil-service employees.

The CHAIRMAN. That was what Congress intended when they made an amendment to the last bill.

Mr. REED. Yes, sir.

Mr. McARTHUR. As a matter of fact, do any of these people referred to in this paragraph outrank civil-service employees in the department who were there before they were?

Mr. REED. As to rates of pay?

Mr. McARTHUR. Rates of pay or status in the service—seniority?

Mr. REED. In some cases, yes; because we had many high-grade people in the reserves who were entitled to higher rates of pay than some of the older civil-service employees or the new appointees.

Mr. KELLEY. As I understand, these clerks are in the naval districts of the country, exclusively.

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. And it is the chief business of the naval districts now in peace time merely to keep in touch with the naval reservists, with the men who were in the Navy during the war and have gone back into private life.

Admiral PEOPLES. Admiral Coontz, covered quite fully the duties of the commandants of the naval districts in his testimony.

Mr. KELLEY. He wanted 100 clerks in Chicago in that naval district. What in the world would they do with 100 clerks?

Admiral McGOWAN. I would rather not answer that, if you will excuse me, because this item is not an appropriation for which we are submitting an estimate. It is Admiral Coontz's business, and nothing I could say would be of any use to you as it would be talking about somebody else's business.

Mr. KELLEY. Four hundred clerks in the third naval district, in New York, just to keep track of boys who have been in the Navy during the war.

Admiral McGOWAN. No, sir; they have communications and a great many other duties, I understand; but I do not know much about it.

Mr. REED. Two hundred and fifty-seven of these employees out of 333 is what he is talking about. Two hundred and fifty-seven of them are in the communications office, and a large number of these are engaged in the production of the shipping bulletin that they get out, as I understand it, and but 76 are intended for the headquarters.

Mr. KELLEY. What bulletin is it that takes 200 clerks?

Mr. REED. That is for all of them. It covers a good part of the force. That is a daily booklet showing the movement of vessels, location of all vessels in all parts of the world, etc.

Mr. AYRES. We authorized that in the last appropriation bill.

The CHAIRMAN. I understand the department has already made an estimate.

Mr. KELLEY. Did not the authorization for that bulletin go out on a point of order in the House?

Mr. REED. The legislation, I think, recommended last year was a specific request and authority to use the proceeds of sales and carry the work on, but they continued the publication out of engineering, as they had authority to do, but the proceeds of sales went into the Treasury.

Mr. KELLEY. They asked for certain legislation which they did not get, and went ahead and published the bulletin.

Mr. REED. The authorization for the publication of the bulletin was not necessary. What they wanted was a revolving-fund authority to sell and reuse the proceeds.

The CHAIRMAN. I would like to know the connection between the clerks and the bulletin.

Mr. REED. The clerks are used in connection with it. I do not say that they use all of them. I say that a considerable portion of the 257 employees for communications are used in connection with it.

The CHAIRMAN. Mr. Reed, there is an estimate made for clerks, for the employment of clerks in these naval districts. This is in addition to the number of clerks asked for?

Mr. REED. The communications service in the districts is part of the activities. In preparing this estimate they have submitted it in two ways.

The CHAIRMAN. Take the first district, 63 clerks asked for, 48 allowed. Those were a certain class of individuals. For instance, here is communications; 54 asked for and 52 allowed. They are all clerks?

Mr. REED. No; some are telegraph or radio operators; telephone operations; seven are employed on communications work.

The CHAIRMAN. I see that they ask for more for communications than they do for clerks, or about the same. Therefore, I understand, each communicant will have a clerk.

Admiral McGOWAN. No, sir; they are engaged on different work.

Mr. KELLEY. Those naval districts were negligible prior to the war.

Admiral McGOWAN. They expanded greatly owing to the war.

Mr. KELLEY. They hate to let go.

Admiral McGOWAN. I think they have demobilized to a great extent, as much as the officers in charge think practicable and advisable up to this time.

Mr. KELLEY. This is a large expense, with eight or nine hundred clerks.

Admiral McGOWAN. Yes, sir; it is, compared with what we had before, which was practically nothing; but it is very small compared with the full forces in the war.

Mr. AYRES. Do you think, Mr. Chairman, that is a matter that we ought to have Admiral Coontz up to talk about?

Admiral McGOWAN. All that I could possibly give would be an opinion, and my opinion is worth very little in the premises, but I am perfectly certain from what I have seen of Admiral Coontz and his attitude since he has been in the Navy Department that he is not knowingly going to have one person on the pay roll under his jurisdiction that he can properly get rid of. He is cutting and slashing in every direction so far as he can and help the Government.

Mr. KELLEY. Do you think it is a good investment to have a system that requires 100 clerks in Chicago just to keep track of the boys who served in the Navy during the war?

Admiral McGOWAN. Candidly, I do not know enough about that to intelligently answer that question; but if they were not needed Admiral Coontz would not ask for them.

Mr. PADGETT. I think you are in error in assuming that those are all of their duties.

Mr. KELLEY. No; that is what he said.

Mr. PADGETT. They have other duties besides.

Mr. KELLEY. What do they have to do?

Mr. PADGETT. It appears in the hearings.

The CHAIRMAN. I call them tracers.

Mr. KELLEY. I was not asking Admiral McGowan anything about the policy of Admiral Coontz. I was asking about that system.

Admiral McGOWAN. But he is doing it with as few people as he can possibly do it with, because he knows that there is nothing truer in the world than "Loaf and the world loafs with you, work and you work alone."

Mr. KELLEY. Of what use will this list of names be in six or eight years? What use will this list of names and addresses of those who served in the war be five years hence?

Admiral McGOWAN. I never have had any experience in that, but I think you will find that the longer the time the more valuable becomes the war-information.

Mr. KELLEY. The less valuable the men will be for naval service. Admiral McGOWAN. I think not.

The CHAIRMAN. If a man was 80 he would not be as valuable as a man at 20 years of age.

Admiral McGOWAN. It is according to what purpose you are going to use them for.

Mr. PADGETT. My recollection is that Admiral Coontz stated the nature of the service and that there was a tremendous correspondence going on, getting the names and addresses.

The CHAIRMAN. You recall that the other day the marine forces headquarters wanted so many clerks to adjust these accounts and when they were asked a few questions we discovered that they had 23 clerks working on these accounts and all the rest were divided up on it. I do not know whether we would have to have a clerk for each account or not. It may be that we would. Mr. Reed, how many clerks have you in your department in the city of Washington?

Mr. REED. We have in Washington at the present time 531.

The CHAIRMAN. How many did you have in the busiest times during the war?

Mr. REED. Between 900 and 1,000.

The CHAIRMAN. How many did you have in 1916 prior to the war?

Mr. REED. One hundred and twenty.

The CHAIRMAN. You have only five times as many as you had prior to the war?

Mr. McARTHUR. You have five times the work?

Admiral McGOWAN. Much more than that, and also in employing a new man or a girl, that new clerk is not worth a fourth of one of the old ones. Those people we had before were trained, they were the nucleus of the force. Every addition we make, it takes at least one and a half to do the work of one of them.

The CHAIRMAN. Maybe we had two and a half times as many clerks in the war, and I suggest if you had two and a half times as many clerks that you might make an estimate in that way. You had had a great deal of work to do, much more than prior to the war?

Admiral McGOWAN. For instance, there is purchase, which is a big thing; then disbursing and accounting, and disbursing is demobilized first. Purchase is practically scrapped, but accounting and administration of the accounting division and of the Bureau of Supplies and Accounts is nearly as big as the rest of the bureau altogether, and it will be for some months, as the work we are doing now is much more than double what it was before the war. For instance, the first year that I was here, 1914, the total purchases were \$19,000,000 in one year. With the regular demobilization now the amount is from \$7,000,000 to \$8,000,000 a month.

The CHAIRMAN. Maybe you will not have that much next year. Then you should have less clerks.

Admiral McGOWAN. I think we will.

Admiral PEOPLES. If there is two and a half times the increase of the work in Steam Engineering, Construction and Repair, Ordnance, and other bureaus of the Navy Department, there is much more than two and a half times the increase in Supplies and Accounts for the reason that all the business of the other bureaus by reason of the centralized purchase system and accounting system and disbursing system goes through Supplies and Accounts and naturally the Sup-

plies and Accounts increase of work is much greater in proportion than it is in the other bureaus.

The CHAIRMAN. It devolves on you.

Admiral McGOWAN. Not exactly; but the increase is much greater in proportion.

The CHAIRMAN. They want many more clerks in each of these bureaus, and since much of the work of these different bureaus is done in your department, why do they need clerks in theirs?

Admiral McGOWAN. I mean it is our end of the work. We do not do any of theirs. I might add another thing there about this doubling of clerks. Where we had 120 five years ago, we have 500 now. That does not mean five times those particular men. It takes 12 ordinary clerks to make one Reed or one Pugh; and, the more experienced they are the less number it takes of them to do this added work.

The CHAIRMAN. Can not we get competent clerks and assistants? I would not want to compare them with either of these young men. They are experts of the highest order. Can not you get for \$2,500 or \$3,000 a competent person to do the work of three or four of these?

Admiral McGOWAN. If we could get them; yes, sir. If we could get an authorization in the appropriations to have a few men, high-paid places, we could do away with many low-paid places.

Mr. REED. The pending legislative bill cuts them off.

The CHAIRMAN. What do you use them for?

Admiral McGOWAN. File clerks, adding-machine operators, etc.

The CHAIRMAN. That is something that has developed.

Mr. REED. There is other work.

The CHAIRMAN. How many file clerks have you?

Mr. REED. We have actually engaged in the file room directly in filing papers 15, and in the handling of the correspondence and keying and indexing, etc., in the file room, 35 people engaged.

The CHAIRMAN. I do not think you are trying to load onto the Government, but nevertheless, it does seem to me you have an awful lot of that kind of force down there.

Mr. REED. If we could do what you suggest, get well paid people, we could reduce considerably. In the present legislative bill which has just passed the House, it reduced the compensation and practically fires 19 out of 25 of the higher paid civilian employees.

Admiral McGOWAN. They are practically legislated out of their jobs by the pending legislative bill. Reed is one of them.

The CHAIRMAN. He is legislated out?

Admiral McGOWAN. He is legislated to below what he can live on. His pay is cut down.

The CHAIRMAN. Why did you not see to it?

Admiral McGOWAN. I tried to.

Mr. BROWNING. What do you mean by reducing compensation? I did not know it was reducing the pay of any clerks.

Mr. REED. Yes, sir, 19 out of 25.

Admiral McGOWAN. The men who are the backbone of the Bureau of Supplies and Accounts, civilians as they must always be, have their pay reduced considerably.

Mr. BROWNING. How much?

Mr. REED. The amount of the reduction is from \$1,000 down to \$200. It is 19 altogether, or less they have to be employed at less than \$1,800.

Mr. BROWNING. There is a reduction of \$1,000 in some cases down to as low as a \$200 reduction in other cases.

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Admiral McGowan, did you suggest to the Appropriation Committee, the discharge of a number of these clerks and the retention of the people who are capable of doing the work?

Admiral MCGOWAN. Yes, sir, I think it was 98 we were to let go, but none of the Reeds and people of that class.

Mr. AYRES. Do you mean in the legislative bill as reported?

Admiral MCGOWAN. Yes, sir, in the legislative bill as reported by the committee.

Mr. REED. The legislative bill situation is this: Under the lump-sum appropriation for salaries in the Navy Department for the current year, the Secretary was authorized to employ a specific number of people at rates of pay at \$2,000 and above. In the legislative bill for 1921 they reduced that number to about one-third of what is carried in the current bill for the next year.

The CHAIRMAN. A first class stenographer and typist is usually paid about \$1,600 or \$1,800 and does the work of how many ordinarily?

Mr. REED. Two of the ordinary ones, at least; two \$1,100 ones.

Admiral MCGOWAN. Three beginners and two of the lower grades, easily. By getting a first-class stenographer you save several hundred dollars in the pay of the other two even after they become experienced. You have one person working instead of two people possibly working.

Mr. McARTHUR. It would reduce sick leave and vacations.

Admiral MCGOWAN. Very much, indeed.

The CHAIRMAN. How many messengers have you in Supplies and Accounts?

Mr. REED. We have about 12 actually engaged on messenger work.

The CHAIRMAN. I always think of the old messenger at your door.

Admiral MCGOWAN. I found him there.

The CHAIRMAN. And the commandant of the corridor, I do not want you to disturb him.

Admiral MCGOWAN. I would not dare to try.

Mr. KELLEY. How many clerks, employees, and messengers, do you have in your department all told?

Admiral MCGOWAN. About 500 in Supplies and Accounts.

Mr. KELLEY. I mean altogether in the whole country.

Admiral MCGOWAN. The number of clerks and messengers in Washington, and at the navy yards and naval stations, is about 4,000 at the present time. That is the clerical force.

Mr. KELLEY. How many concentration depots have you for the extra supplies?

Admiral PEOPLES. They are not extra supplies. Supplies are everywhere at navy yards and stations, and required at all times to keep our yard plants going.

Mr. KELLEY. I understood you had concentration depots like the one at Chicago where you brought surplus stocks together from all over certain regions and disposed of them from that point.

Admiral PEOPLES. The term concentration might apply to outfitting stations where ships go out of commission.

Mr. KELLEY. Take Chicago.

**Admiral PEOPLES.** At Chicago, when all the outlying activities that were established during the war outside of the locality of Chicago itself were closed, the equipment on hand, if it could not be sold in the particular locality, was shipped to Chicago.

**Mr. KELLEY.** How many other places have you like that?

**Admiral PEOPLES.** The same principle would apply to other naval stations—Boston, Portsmouth, New York, Philadelphia, Norfolk, Charleston, and so forth.

**Mr. KELLEY.** So that all of these regular naval stations are selling surplus supplies?

**Admiral PEOPLES.** Yes, sir; but the sales are comparatively small outside of the big yards like Boston, New York, Philadelphia, and Norfolk. The principal sales have been at the big places.

**Mr. KELLEY.** There were \$25,000,000 worth of supplies in Chicago. Would you consider that quite a large amount? That was what Commander Foy testified. He was the supply officer and said that something like \$25,000,000 worth was being classified and put into shape to sell. "All the various stations throughout the district send material there, for instance, the station at Akron, Ohio; the big training camp that they had at Detroit—all of those stations have gone out of business and they are turning their stores into the Great Lakes station; and the supply officer there is absolutely swamped with work."

How many assistants does the supply officer have there at Chicago?

**Admiral PEOPLES.** There is about \$9,000,000 now on his books. The remainder must be surveyed material.

**Mr. KELLEY.** It has not been classified.

**Admiral PEOPLES.** Not classified.

**Mr. KELLEY.** He says \$25,000,000; so that makes \$34,000,000 altogether.

**Admiral PEOPLES.** I think the \$9,000,000 must be part of that \$25,000,000.

**Mr. KELLEY.** The testimony was that this entailed a tremendous amount of correspondence, and I suppose that bears directly upon your method of selling, and I do not think you are to blame, if there is any blame at all for your method of selling; but are you satisfied that you are disposing of this in anything like an economic way by selling it out in small parcels?

**Admiral PEOPLES.** I think the sales are made as economically as they can possibly be conducted. There have been special sales boards in each district.

**Mr. KELLEY.** You are selling just one blanket at a time?

**Admiral PEOPLES.** In order to get the higher prices which are received from the individual than it is possible to in selling in big lots, although any big firm can go there and buy 10,000 blankets as well as an individual can buy one or two.

**Mr. KELLEY.** One hundred people will write inquiring about blankets and maybe none of them will buy, and there is entailed that correspondence with 100 people, and that is one of the reasons they claim why they have so many clerks there in Chicago.

**Admiral PEOPLES.** I think that illustration is somewhat overdrawn, because the blankets were distributed by means of posters posted throughout the post offices of the country. The posters were distributed in this way and, generally speaking, we had very little

complaint from the boards of sale with respect to answering the inquiries from purchasers at a distance by correspondence.

**Mr. KELLEY.** They have a large force of people to do these blankets up and take them to the post offices and put stamps on them?

**Admiral PEOPLES.** Yes, sir; packing and shipping and all that sort of thing.

**Mr. KELLEY.** When you get all through and count the cost, do you not think you would be better off to sell these supplies at wholesale and get rid of them in one job lot?

**Admiral McGOWAN.** If we could get the same amount, but we can not.

**Mr. PADGETT.** Was there not an insistent demand in the press and voiced on the floor of Congress by individual Members that the War Department and the Navy Department should not put the goods out and let them get into the hands of speculators, but as far as possible they should be distributed to the individual people of the country?

**Admiral PEOPLES.** That is exactly true, sir.

**Mr. KELLEY.** I stated at the beginning that I was not blaming the Bureau of Supplies and Accounts for any system that was in force, but it seems as though that system is responsible for these large clerical forces to take care of it.

**Admiral McGOWAN.** The attempt to sell at retail does involve more clerical work than would otherwise be necessary, for the same reason that it is as easy to write a check for \$100,000 as it is for \$1. I mean a Government check.

**Mr. KELLEY.** One hundred clerks in Chicago would cost the Navy \$150,000.

**Admiral McGOWAN.** For how long?

**Mr. KELLEY.** For a year.

**Admiral McGOWAN.** No, sir.

**Mr. REED.** \$127,800.

**Admiral PEOPLES.** About \$128,000 a year.

**Mr. KELLEY.** Yes; I understand.

**Admiral PEOPLES.** Whether it costs \$100,000 or \$200,000, not all of that is for the wrapping up of bundles and making these sales. The expense to which we are put in making these sales is small and a negligible item as compared with the value of the stock that moves.

**Mr. KELLEY.** But it is moving so slowly. Lieut. Commander Foy seems to think it would be almost interminable to get rid of it.

**Admiral PEOPLES.** I think the sales will do better than is claimed.

**Mr. KELLEY.** You probably have the exact amounts.

**Admiral PEOPLES.** They have not been at the business very long.

**Mr. KELLEY.** They have sold 32,000 blankets. Of course, 32,000 blankets to a population of 110,000,000 is not getting them over the country very thick.

**Mr. REED.** At the same time the highest bid we have received when we offered the blankets for sale by sealed proposals is \$4, and we have sold them for about \$8.30, and it has not cost us \$130,000 to sell \$240,000 worth of blankets. There is a wide margin.

**Admiral McGOWAN.** That is only one item. You will find the selling expenses negligible.

**Mr. KELLEY.** Do you not think it would be better now when we consider that the winter is over and the necessity for peddling these

about is over, as far as your stock is concerned, to try to get rid of your extra supplies at Chicago and these places in large quantities?

Admiral McGOWAN. Just the opposite, in my opinion, for several reasons. Mr. Padgett spoke of one of the reasons why it is the course of least resistance, at least, to sell at retail. If we had not started it might have been different; but we have started it now and it would take nearly as many clerks to answer and give the reason why we stopped as to handle the sale by retail.

Mr. KELLEY. If you were all out and had disposed of the stock they would know.

Admiral McGOWAN. You mean to sell at wholesale? We are selling at wholesale now; we can sell at wholesale and retail. But the speculators do not want to pay anything like what the blankets are worth.

Mr. AYRES. If you were not selling at retail they would not pay so much.

Admiral McGOWAN. They would gobble them up. It requires no expense to deliver them in selling at retail, no great distributing expense. There are all kinds of ramifications of various and sundry forms in this—exceedingly hard to answer.

Mr. KELLEY. How long do you think it would take to sell the stuff like this? How many years?

Admiral McGOWAN. I have no idea, but it will certainly continue for some months.

Admiral PEOPLES. I think it will continue for a year longer.

Mr. KELLEY. Then we can dispose of how many clerks if these sales stop.

Admiral PEOPLES. There are several hundred.

Mr. KELLEY. How many clerks did you have altogether before the war, in Washington and outside? Let us see what that is.

Mr. REED. We have taken over additional activities that we did not have in 1916. We had about 500 clerks in the S. and A. offices in 1916.

Mr. KELLEY. Four times as many—that would give you 2,000 extra. I imagine most of these activities grew out of caring for surplus stock and supplies.

Admiral PEOPLES. No, sir; because the cost-plus system is new, but we will have it with us for the next few years.

Mr. KELLEY. What ships are built on that?

Admiral PEOPLES. Battleships and cruisers and destroyers building during the next year and the submarines. All the large ships are on the cost plus.

Admiral MCGOWAN. That one phase is bigger than our entire force actually before the war.

Mr. KELLEY. How many clerks now in the cost-inspection force?

Admiral PEOPLES. Five hundred.

Mr. KELLEY. Where is the next large service that you did not have before the war?

Admiral PEOPLES. We are gradually getting off of the appropriation items to "Maintenance," under which those items of charge come in.

Mr. KELLEY. I am trying to get at your clerical help in your department. I may have drifted a little off.

Mr. AYRES. You were speaking about the saving on these contracts.

Admiral PEOPLES. The cost inspectors found that certain of the overhead charges should not be included. In checking over the charges made daily by the contractors, the cost inspectors have eliminated various items and without this cost-inspection force, the contractor would have been able to make the charges without any check or reductions.

Mr. KELLEY. This is a new service because this is a new sort of contract.

Admiral MCGOWAN. I recall one instance; I will not give the name of the contractor. This contractor had obligated himself to deliver or rather had been commandeered to deliver a lot of sand and gravel on a cost-plus basis. He was doing the work and delivering it. That is, it was not cost plus literally but it was on an advance price, the price to be fixed later according to what it was worth. When he put in his bill he had included a considerable percentage for exhaustion of the source of supply. I do not know the technical word, but this stuff had given out, the sand bank or whatever it was, was depleted. It sounded fine and he was a delightful gentleman and accompanied by an extremely prominent person in political life, and it seemed we had done this man a gross injustice and I passed it over to the accounting man, who went down there and found they did not even own the land but were paying rent for it. Depletion did not exist with him in the least.

Mr. PADGETT. If he sold the sand to the Government at its own fixed price, that was reasonable, what difference did it make to the Government whether the sand was depleted?

Admiral MCGOWAN. I do not make myself clear. It was commandeered, at an advance price, where the final price was agreed on later.

Mr. PADGETT. I am talking about depletion. Suppose the Government commandeered and paid him a reasonable price. What difference did it make whether they took it all or half?

Admiral MCGOWAN. We did not buy all of the sand bank but a certain quantity of the sand, and the cost was to be a fair profit over and above what he was paying in money but he tried to include

depletion of something that did not belong to him but to somebody else.

Mr. PADGETT. Suppose it had belonged to him and you took all of his sand, why could he not charge you for all that sand?

Admiral McGOWAN. I do not think he could. That is what our cost-inspection force is for.

#### PAY OF THE NAVY.

The CHAIRMAN. We will turn over to page 74, "Pay of the Navy."

The amount appropriated in this paragraph was \$164,203,494, reduced to \$136,075,694.

I will ask Admiral McGowan if he made his estimate on 143,000 men.

Admiral McGOWAN. We have figures for 143,000 and 125,000.

The CHAIRMAN. What is the estimate for 143,000 men?

Admiral McGOWAN. For 143,000 it is \$136,071,000.

The CHAIRMAN. For 125,000, how much?

Admiral McGOWAN. That is without any increase of pay for the men, \$130,774,511.

The CHAIRMAN. Under "Pay of the Navy," page 74, the first paragraph, let us see if we understand this language: "Pay and allowances prescribed by law of officers on sea duty and other duty," etc.

Mr. PADGETT. You have estimated on the basis of 143,000 men. That is the authorized enlisted strength of the Navy, in that \$137,000,000, plus the others.

Admiral McGOWAN. Yes, sir.

Mr. PADGETT. Have you estimated that on the basis of the full enlistment for the whole year?

Admiral McGOWAN. That is the average number during the year.

Mr. PADGETT. Where did you make an average number?

Admiral McGOWAN. We estimated as far as the men were concerned on the full authorized strength of 143,000.

Mr. PADGETT. We have now 101,000 men in the enlisted personnel. It is very probable, perhaps, that during the next fiscal year we might have a condition similar to what we have now and not have 143,000 men 12 months in the year. In other words, we might not get up to 143,000 men.

Admiral McGOWAN. Yes, sir.

Mr. PADGETT. Could you make some inquiry as to the probable number that we would have on the basis of the 12 months and say what reduction could be made in the appropriation?

Admiral PEOPLES. Yes, sir. The Bureau of Navigation has estimated that they expect the average number of enlisted men throughout the next fiscal year would be 125,000 men.

Mr. PADGETT. Then an appropriation for 125,000 would be \$130,000,000.

Admiral PEOPLES. Yes, sir; that takes off \$6,000,000.

Mr. HICKS. Do you divide this up among the various services of the Navy? What I have in mind is this: Take, for instance, the office of aviation—is there any way for you to tell me how much of this "Pay of the Navy" will be spent for the officers and the enlisted men who are detailed to aviation in the Navy?

Admiral McGOWAN. If we knew how many men were to be detailed, it would be a simple matter, but we have no way of knowing how many are to be detailed.

Admiral PEOPLES. We divided it up by the enlisted number of men and enlisted ratings—seamen, quartermasters, gunners' mates, etc.

Mr. HICKS. An aviator gets extra pay because of the flights that he takes. That has to be provided for in some way.

Admiral PEOPLES. We can tell you how much it cost last year.

Mr. HICKS. Can you get that information for the record?

Admiral McGOWAN. Certainly. How much the aviation cost the Government in pay?

Mr. HICKS. In pay, yes.

Admiral McGOWAN. You will have it in the record.

NOTE.—Expenditures for extra pay on account of aviation duty, fiscal year 1919: Regular and temporary officers and men, \$298,432; reserve force, \$277,767; total, \$576,199.

Mr. KELLEY. The amount in the bill here for pay is \$136,000,000, about, on the basis of 143,000, and you reduce it only \$6,000,000 when you take off 20,000 men.

Mr. REED. This estimate in the bill was prepared by us at \$139,000,000. The Secretary reduced it by \$3,000,000 with a pencil. Also we did not include in there commutation of heat and light and quarters for officers on sea duty. In that \$130,000,000 figure which we are giving now, that has been included, and it amounts to several million dollars—\$2,400,000. Navigation had given us a revised total as to certain of the items going in there which made a shifting of amounts but not materially affecting it. The pay of 18,000 men at the old rates for next year would be only a little over \$9,000,000.

Mr. PADGETT. How is that?

Mr. REED. I mean in pay. You are commenting on the fact of taking out 18,000 men with only a reduction of \$6,000,000. The amount taken out for pay is that.

The CHAIRMAN. It is pay for enlisted men.

Mr. PADGETT. On the basis of \$130,000,000 for 125,000 men I wanted to ask you to put in the record a redistribution of that as it is in the bill. That \$130,000,000 is the total, and then this distribution in the bill, if followed out, was \$136,000,000. Put in the correct redistribution of this item.

Admiral PEOPLES. That will be done.

	Basis 143,046 men.		Basis 125,000 men.	
(1) Pay and allowances of officers, active:				
Pay—				
Sea duty.....	7,847.....	\$23,306,162	7,672.....	\$23,367,512
Shore duty.....	2,141.....	6,727,320	2,061.....	6,714,630
Total pay.....	9,988.....	30,033,482	9,733.....	30,082,132
Heat and light—				
Sea duty.....	19,280 rooms..	1,155,600	17,671 rooms...	1,060,200
Shore duty.....	8,892 rooms..	533,520	8,795 rooms...	527,700
Reserve officers, sea.....	588 rooms..	35,280	588 rooms...	35,280
Total heat and light.....		1,724,400		1,623,200
Pay of midshipmen.....	2,500.....	1,950,000	2,500.....	1,950,000
(2) Pay of retired officers.....		33,707,882		33,655,572
	998.....	3,157,700	998.....	3,157,700

	Basis 143,046 men.		Basis 125,000 men.	
(3) Commutation of quarters: Regular and temporary— Sea duty.....	19,260.....	\$2,773,440	17,671 rooms.....	\$2,544,624
Shore duty.....	8,802.....	1,280,448	8,796 rooms.....	1,266,680
Reserves at sea.....	888.....	84,672	588 rooms.....	84,672
Total commutation of quarters.....		4,138,560		3,895,976
(4) Commutation of quarters, Nurse Corps, in United States (\$15 per month).....		1,000		1,000
(5) Hire of quarters for officers, needed when ships are undergoing repairs and when submarines are away from base or mother ship.....		25,000		25,000
(6) Pay, enlisted men, retired.....	898.....	1,067,960	898.....	1,067,960
(7) Honorable discharge gratuitution, average, \$235.....	5,000.....	1,175,000	5,000.....	1,175,000
(8) Interest on deposits, expenditures 1919, about \$30,000.....		30,000		30,000
(9) Pay of enlisted men.....	137,046.....	69,177,457	119,000.....	64,304,948
(10) Pay of prisoners, average, \$431.28.....	1,300.....	560,664	1,000.....	431,280
(11) Pay of apprentice seamen.....	6,000.....	1,357,200	6,000.....	1,357,200
(12) Pay of Nurse Corps.....	801.....	628,200	801.....	628,200
(13) Rent of quarters for Nurse Corps used only when Government not available.....		39,000		39,000
(14) Retainer pay and active service pay, reserve force: Active duty pay, officers.....	501.....	1,041,370	501.....	1,041,370
Retainer pay: Officers confirmed in rating.....	15,000.....	3,548,000	15,000.....	3,548,000
Officers not confirmed in rating.....	16,158.....	193,896	16,158.....	193,896
Enlisted men— Confirmed in rating at \$600.....	7,000.....	4,890,000	7,000.....	4,890,000
Confirmed in rating at \$60.....	120,921.....	7,980,786	120,921.....	7,980,786
Not confirmed, \$12.....	133,502.....	1,602,024	133,502.....	1,602,024
Total retainer pay.....		18,154,715		18,154,715
Total pay reserve force.....		19,196,085		19,196,085
(15) Payment of \$60 bonus.....	30,000.....	1,800,000	30,000.....	1,800,000
(16) Reimbursement for losses of property.....		10,000		10,000
(17) Total pay of the Navy at present rates of pay.....		136,071,698		130,774,511

<sup>1</sup> Old.

The foregoing figures are based upon rates of pay at present provided for enlisted men of the Navy. If the rates in pending legislation are used, item (9) would then be \$96,753,705 (basis 143,046 men) and \$84,250,000 (basis of 125,000 men); item (11) would be \$2,376,000 (basis 143,046 men) and \$2,376,000 (basis 125,000 men), and the total required would be \$164,666,746 (basis 143,046 men) and \$155,738,363 (basis 125,000 men).

The CHAIRMAN. How much money do you contemplate you will have left unexpended at the end of this fiscal year out of this item?

Mr. REED. We have not made any recent estimate on that, Mr. Chairman. It ought to run between \$19,000,000 and \$25,000,000, depending on how much recruiting there is the rest of the year, unless there is a big increase.

The CHAIRMAN. In this pay bill we have asked for an appropriation, assuming that we would not need so much money, as some of it would be left at the end of the year to pay the increase of pay.

Mr. REED. The number is running a little less than at the time we estimated the \$19,000,000 saving.

Admiral McGOWAN. It would be more than \$19,000,000, I think.

The CHAIRMAN. What is your estimate for 1920? You are estimating on 125,000 men for 1920. What are your estimated enlistments for 1920? Is the figure 100,000 men or 95,000 men or what?

Mr. REED. You mean on which the appropriation was based?

The CHAIRMAN. Yes.

Mr. REED. The appropriation was based on the average strength 191,000, and the committee cut off 10,000.

The CHAIRMAN. That was the maximum number of men authorized to be enlisted. Now, they are authorized to enlist 143,000. It was estimated that we would have an enlisted strength of 125,000, and therefore we make a reduction. I am asking what was the estimated enlistments for 1920, because we are likely to have unexpended from \$19,000,000 to \$25,000,000.

Mr. REED. The appropriation was based on an estimated strength of 181,000 men.

The CHAIRMAN. Then if you estimated 181,000 men enlisted, and if you had \$164,000,000, if you are estimating now on 125,000 men, in answering Mr. Padgett's question, I do not understand why we cannot make a reduction.

Admiral PEOPLES. The reduction is \$19,000,000 to \$25,000,000. There was omitted from the original appropriation the pay for about 10,000 men.

The CHAIRMAN. There is a difference, you say, of 45,000.

Mr. REED. This 125,000 figure is the average number that navigation figures they will have throughout the year as against the authorized strength of 143,000.

Mr. KELLEY. He has answered Mr. Butler's question; that is \$164,000,000 on a basis of 181,000.

Mr. PADGETT. I assumed he took off \$10,000,000 and if you had really 181,000 men, you would have \$10,000,000 more.

Mr. KELLEY. How many men were included in figuring the appropriations of last year?

Admiral PEOPLES. \$164,000,000?

Mr. KELLEY. How many men did you appropriate for?

Mr. REED. They appropriated for 181,000 men.

Mr. KELLEY. That was \$164,000,000?

Mr. PADGETT. They did it with less men.

Mr. REED. We took that cut of 10,000 men into consideration.

Mr. PADGETT. I am talking of the \$10,000,000.

Mr. REED. The average number of men authorized for the year was 191,000, and an appropriation was made on the basis of 181,000.

Mr. KELLEY. So you have 55,000 men less. It seems to me there ought to be a greater difference than \$34,000,000.

Mr. REED. There are other items that will come in there. For instance, the original pay of the naval reservist forces will be as we have it \$19,000,000 and a little over as against the current bill carrying \$15,000,000. There is \$4,000,000 difference there.

I think if you take into consideration the inclusion of the commutation of quarters for officers at sea, and the \$4,000,000 increase for the Naval Reserve force, you will find that the difference is about accounted for. That 38,000 men difference, at \$500 a year, is \$19,000,000.

Mr. KELLEY. There is a difference of 50,000 men.

Mr. REED. That \$25,000,000, taking off this, leaves \$19,000,000.

Mr. KELLEY. Fifty-five thousand men less.

Mr. REED. It works out right. I did not have a comparison made on that exact basis, but you will find in taking the items there, that it works out right.

**Mr. KELLEY.** All we are doing is calling attention to these things, to get exactly the right figures.

**Mr. PADGETT.** I asked you to put in the redistribution of this \$130,000,000 on the basis of 125,000 men.

**Admiral McGOWAN.** Yes, sir.

**Mr. PADGETT.** These figures are made upon the present pay? That is correct, is it not?

**Admiral PEOPLES.** Yes, sir.

**Mr. PADGETT.** Now, then, if this pay bill goes through, have you made any estimate as to what will be required, if this pay bill is enacted, for the enlisted men?

**Mr. REED.** Yes, sir; on the basis of 125,000 men it would take \$24,963,852.

**Mr. PADGETT.** More?

**Mr. REED.** More.

**Mr. PADGETT.** So that would be added to the \$130,000,000?

**Admiral McGOWAN.** Yes, sir.

**Mr. PADGETT.** So, in round numbers, you would have \$155,000,000?

**Mr. REED.** Yes.

**Mr. PADGETT.** Instead of \$160,000,000, if the pay bill goes through?

**Mr. REED.** Yes.

**Mr. KELLEY.** Now, you took into consideration the fact that nearly all of the men in the Navy, or a very large number of the men in the Navy would not immediately benefit by this pay bill?

**Mr. REED.** They would immediately benefit by it.

**Mr. KELLEY.** They would have to go up into these grades before they could get the benefit of it. You assumed that the Navy Department was going to get just the exact number of men in each grade; that each grade was going to be full, and the skilled men returned, in order to get those figures, did you not?

**Mr. REED.** We assumed the average strength of 125,000 men in the distribution of the various ratings that the Bureau of Navigation says they would require them in; yes, sir. The distribution is given by the Bureau of Navigation. We merely took the rates and multiplied them out. We can not say they will not have them, or that they will have them.

**Admiral McGOWAN.** We have to start on the basis of the figures as to personnel furnished by the Bureau of Navigation. We hope those figures furnished are correct. We assume that they are.

**Mr. KELLEY.** Yes; but the point I was calling your attention to especially was that the shortages were in all these higher ratings, and in making these new figures you assumed that those higher ratings are all going to be filled up.

**Admiral McGOWAN.** Proportionately; yes, sir.

**Mr. KELLEY.** That is not very likely.

**Admiral PEOPLES.** In other words, it would be about one hundred and twenty-five one hundred and forty-thirds of the total estimated number in the higher ratings upon which the estimate is based.

**Mr. KELLEY.** Well, it will take some little time to get them back. Even if they get them back within a year, that is almost immediately, the way the world goes.

**The CHAIRMAN.** Under the Kelley bill the first enlistments do not receive any additional pay?

**Mr. REED.** Yes, sir, the first enlistments do not.

**The CHAIRMAN.** Have you taken that into consideration?

Mr. REED. Yes, sir; we have taken that into consideration.

Mr. KRAUS. Have you made any additional figures, in the event there was any additional cost, under this item in the Wadsworth bill?

Mr. REED. We have made various calculations on all of the various bills. I should say that on the Wadsworth bill, which provides for a 20 per cent increase, I think, does not?

Mr. KRAUS. Yes, and rations.

Mr. REED. And rations for the chief petty officers, that the cost would be about one-third less than under this. That is just for enlisted personnel, though.

Mr. PADGETT. They get in the Wadsworth bill 20 per cent and rations, and altogether that would run up.

Mr. REED. Rations for petty officers only, chief petty officers, about 3,000, on the strength of 125,000.

Mr. KRAUS. Mr. Reed, the information I am seeking is whether you have made any estimate of the entire addition of cost of the personnel of the Navy; that is, commissioned and enlisted, in the event the Wadsworth bill should become law?

Mr. REED. Yes, sir.

Mr. KRAUS. What is that amount?

Mr. REED. I have not the figures with me, sir.

Mr. KRAUS. Can you approximate it at this time?

Mr. REED. I would not like to guess. I have made so many calculations on different programs, sir. I would be glad to put the details of it in the record by sections of the bill.

Mr. KRAUS. Would \$35,000,000 be an extravagant guess?

Mr. REED. No, sir; it would run more than that.

The CHAIRMAN. Which way did you shake your head?

Mr. REED. I think it would be more than that, sir.

Mr. KELLEY. How much, if the Navy does not increase the personnel, but runs along until July at 100,000—how much money will you have left out of this \$164,000,000 under this item?

Mr. REED. That would save \$4,000,000 or \$5,000,000 more. It would be an average of about 12,000 or 14,000 men for the year.

Mr. KELLEY. It would average how many?

Mr. REED. Twelve thousand additional men—12,000 or 13,000 additional men—for the year, at a little over \$500.

Mr. KELLEY. How much have you figured would be left?

Mr. REED. A total of about \$20,000,000.

Mr. KELLEY. So that would be about \$20,000,000. Well, you are gradually running it up?

Mr. REED. It would probably be \$23,000,000 or \$24,000,000. The original estimate was \$19,000,000.

Mr. KELLEY. That would reduce it to about \$140,000,000 a year. Do you know the average number of men that would make for the year, actually?

Mr. REED. No, sir; I have not got that.

Mr. KELLEY. It would be considerably more than 120,000, would it not?

Mr. REED. Yes, sir; because we started out with 240,000 at the beginning of the year.

Mr. KRAUS. Mr. Reed, in making up your estimate of \$136,000,000 for the fiscal year 1921, have you assumed that we will have approximately the same number of officers in the service that we have at the present time?

**Mr. REED.** There would be something of a reduction. The estimate is based on the numbers given by the Bureau of Navigation of 9,988 officers, regular and temporary, and 500 reserves, to be on active duty.

**Mr. KRAUS.** Did you also assume they would retain the rank that they have at this time, the temporary rank?

**Mr. REED.** Yes; because with those numbers in the regulars and temporaries they would retain their rank.

**The CHAIRMAN.** What was your answer to Mr. Kraus? How many officers?

**Mr. REED.** The estimate is something like 9,988, regular and temporary, with a little over 500 reserves. Those are the figures the Bureau of Navigation gave us on the basis of 143,000 men. Based on 125,000 men, it would be 9,733 regulars and temporaries and 501 reserves.

**Mr. KELLEY.** Roughly speaking, can we figure on \$1,000 a man, whatever the number we fix?

**Mr. REED.** Not for the pay of the men. Unless you are going to reduce the officers as you reduce the men, the pay of the men will run \$706,000 per 1,000 men.

**Mr. KELLEY.** You estimate that there are \$130,000,000 for 125,000 men. That is a little over \$1,000.

**Mr. REED.** \$706.

**Mr. KELLEY.** I wonder if that would hold good in figuring on a different number of men?

**Mr. REED.** No; because there are certain items going to make up that \$130,000,000 that would change the retired officers, enlisted men, Nurse Corps, and Reserve Corps, for instance.

**Mr. KELLEY.** Have you the exact figures?

**Mr. REED.** Yes; I have that here, per thousand men.

**Admiral PEOPLES.** After the numbers have been once determined, Mr. Kelley, it would not take more than an hour or so to rework the sum total. That is merely a mathematical total.

**Mr. KELLEY.** What we will have to do is to work out the number of men we expect to have on an average.

**Admiral PEOPLES.** We have that now. We know now, Mr. Kelley, 125,000 men. That is the average number of enlisted men expected in the service next year.

**The CHAIRMAN.** Now, turn to this language. I am just a little mixed up on it. The first part of the paragraph is: "Pay and allowances prescribed by law of officers on sea duty and other duty (one); and officers on waiting orders" (two); and then we throw into this bill, "and the pay of midshipmen shall hereafter be \$780 per annum." Have we fixed by law the pay of these men?

**Mr. REED.** That language should be stricken out, "and the pay of midshipmen."

**The CHAIRMAN.** Why do we not take that out?

**Admiral McGOWAN.** That is merely a clerical error in printing. The "hereafter" makes it permanent, and we do not need it again.

(Thereupon the committee adjourned, to meet to-morrow, Thursday, March 4, 1920, at 10.30 o'clock a. m.)

Thursday, March 4, 1920.

The committee met this day at 10.30 o'clock, a. m., Hon. Thomas S. Butler (chairman) presiding.

CLOTHING FOR OFFICERS.

The CHAIRMAN. Before we turn our attention to the paragraph we were considering last night at the time of adjournment, please tell us what you are doing, or how successful your effort is in manufacturing uniforms for the service.

Admiral McGOWAN. Mr. Chairman, as required by law, we opened up the officers' clothing shop at New York a few months ago. It is still in the experimental stage. We are doing the best we can.

The CHAIRMAN. How about the prices?

Admiral McGOWAN. The prices are revised as we get information as to the cost, the law requiring that everything shall be sold at cost.

The CHAIRMAN. Who fixes the prices of the clothing?

Admiral McGOWAN. I do.

The CHAIRMAN. I have here the last price list. I discover that on and after March 1, 1920, a 14-ounce serge coat will cost \$46, a vest \$8, trousers, \$13, making \$67 for a suit. We had understood that this clothing, according to the statement that was made, sold for about \$45 or \$48, and that was one of the opportunities afforded by the department to enable the officers to obtain their clothing at greatly reduced prices. Now, I am assuming that you are making them just as cheaply as they can be made?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. The price of 16-ounce cloth coats is \$48, vest \$9, trousers \$14. That is \$71. To that would be added the differential of \$1 for each half stripe of gold lace, and \$2 for each full stripe of gold lace. You say you established this depot or manufacturing establishment about two months ago?

Admiral McGOWAN. Yes, sir; three months ago.

The CHAIRMAN. Does it cost the Government any money?

Admiral McGOWAN. No, sir.

The CHAIRMAN. In overhead charges, or otherwise?

Admiral McGOWAN. The costs are all counted in the selling price, in accordance with the law.

The CHAIRMAN. All charges are made against the clothing?

Admiral McGOWAN. Yes, sir.

Mr. HICKS. Does that mean the rent of the building?

Admiral McGOWAN. The part of the building used by this officers' shop is prorated to the cost of the clothes.

The CHAIRMAN. There is no profit whatever to the Government in the manufacture of this clothing?

Admiral McGOWAN. No, sir.

The CHAIRMAN. It does not make a penny?

Admiral McGOWAN. No, sir.

The CHAIRMAN. It is figured down accurately and absolutely to the cost?

Admiral McGOWAN. To the best of my ability, that is being done.

The CHAIRMAN. To the best of your ability?

Admiral McGOWAN. Yes, sir.

## PAY OF MIDSHIPMEN.

The CHAIRMAN. The House added a provision in the Military Academy bill, as follows: "The pay of cadets for the fiscal year ending June 30, 1921, shall be fixed at \$780 per annum." That is to pay what the cadet receives?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. "And one ration per day, or a commutation thereof at \$1.08 per ration, to be paid from the appropriation for the subsistence of the Army." What ration do we pay the cadets at Annapolis?

Admiral McGOWAN. 68 cents.

The CHAIRMAN. This is 40 cents higher?

Admiral McGOWAN. This is 40 cents higher; yes, sir.

The CHAIRMAN. I would be very glad, indeed, if you would give me your opinion upon the advisability of increasing this ration.

Admiral McGOWAN. I am highly in favor of it. It ought to be increased to make it at least as much as the Military Academy cadets get.

The CHAIRMAN. Please give me your opinion on this Senate amendment to the Military Academy bill:

*Provided, That the sum of \$250 shall be credited to each cadet now at the academy, and to each cadet discharged since January 1, 1919, to the extent of paying any balance due by any such cadet to the academy on account of the initial clothing and equipment issued to him.*

Admiral McGOWAN. I think that is excellent, and it ought to be applied to the Naval Academy, leaving out beginning with the words, "To the extent." That is the purpose of it. But if one of these cadets, or midshipmen in our case, had happened to pay for all of his clothing and left unpaid some other necessary expense, it would exclude him. That is the reason for it, but I think if you leave out those words, "To the extent, etc.," and give him \$250 outright—

The CHAIRMAN. Tell me the occasion for this proviso.

Admiral McGOWAN. I believe it must be because the clothing outfits were much more expensive recently than they were before these abnormal times, and it is to make him whole.

The CHAIRMAN. Does each cadet at Annapolis furnish his own clothes?

Admiral McGOWAN. They have to buy their own outfit when they come in, sir.

The CHAIRMAN. Who furnishes the money?

Admiral McGOWAN. They get it from their parents or from friends.

The CHAIRMAN. That has nothing to do with the \$300 deposit they make?

Admiral McGOWAN. I think the \$300 deposit is a kind of guarantee that these things will be paid for.

The CHAIRMAN. Mr. Reed.

Mr. REED. The \$300 deposit is required in order that the clothing and outfits which have to be issued at once can be paid for, and their pay, of course, as it accrues at the rate of \$65 a month, is used to carry on their current expenses, and is supposed to liquidate their debt gradually.

The CHAIRMAN. That is, they liquidate the debt from the deposit which they make?

Mr. REED. Yes, sir.

The CHAIRMAN. Will that include any advances made to them for clothing?

Mr. REED. The clothing that is issued to them is charged up immediately against that \$300 deposit.

The CHAIRMAN. Against this \$300 allowance?

Mr. REED. Yes, sir.

The CHAIRMAN. Is it necessary to have such a proviso as this; the same rules prevail at the academy?

Mr. REED. The idea back of this credit of \$250 is for the Government to furnish their outfit they require rather than to require the cadets to pay for it any longer. It is an additional clothing gratuity.

The CHAIRMAN. I do not know the real purpose of this Senate amendment.

Mr. REED. It practically has the effect of increasing the pay of the cadets to the extent of \$62.50 a year, only it is credited to them right at the beginning of their service.

Mr. PADGETT. This is just simply to pay it instead of the man paying it himself. Under the present arrangement, a man goes to West Point or Annapolis as an officer, and like every other officer, he furnishes himself with his own clothing. Now, in order to get it, he just deposits—we first started with \$200, and then it got up to \$250, and then it got to \$300, and I think now it is a little over \$300, as clothing has gone up, and they never get back at any time. My boy went down there, and I paid \$300 to buy his clothes, and it is just simply to have the Government buy his clothes for him.

The CHAIRMAN. That is what they are going to do at West Point?

Mr. PADGETT. They are, if that goes through.

The CHAIRMAN. I do not know whether this conference report has been agreed to yet or not.

Mr. PADGETT. I do not think so. We will have plenty of time when we make up the bill. But it is a question of the Government paying \$250 more that is to be used for their clothing, instead of the boys paying it themselves as they do now. Every officer in the Navy buys his own clothes. He gets no allowance for it. The men get—

The CHAIRMAN. They get an allowance.

Mr. PADGETT. They get \$100 on enlistment.

The CHAIRMAN. The officer gets nothing?

Mr. PADGETT. The officer gets nothing, and this is to allow the cadets \$250 for their clothing.

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. I was wondering why the Senate did not provide also that hereafter the Government shall provide to the extent of \$250 uniforms for the cadets at West Point?

Mr. PADGETT. That is what it does do. It says, "Toward relieving them of this initial payment," and then credits them with it at the beginning.

Mr. HICKS. I would like to ask Admiral Peoples or Admiral McGowan this question. At Annapolis the midshipmen are compelled to pay for a certain amount of what I would say was permanent equipment, in the way of mattresses, bedroom crockery, and things of that kind, which is of very little use to them after they

leave the academy. That amounts to quite a little sum during the four years they are there. Which, in your judgment, would be the most desirable for the midshipmen, to provide for the payment of the uniforms, which may be intended in this paragraph, we have just been discussing, or to furnish them with the so-called permanent room equipment free of cost?

Admiral McGOWAN. It would depend entirely, sir, upon how much the amount each—

Mr. HICKS. Have you any idea how much that would amount to?

Admiral McGOWAN. I can get that very readily.

(This information will be submitted as soon as received from the Naval Academy.)

Mr. HICKS. I would like very much to find out just what these boys are called upon to pay for in the way of permanent equipment that is of very little use to them after they graduate and just what is the cost of this uniform arrangement, so we will have some chance to determine.

The CHAIRMAN. Turn to page 74, to the item, "Pay and allowances prescribed by law of officers on sea duty and other duty and officers on waiting orders." That proviso would include temporary officers or reserves.

Admiral McGOWAN. Not the reserves; the temporary and permanent regulars; not the reserves.

The CHAIRMAN. How about the temporary regular? We are letting him go out of the service. Unless there is some law passed to keep him he will go out at the end of June.

Admiral McGOWAN. Six months after peace is declared.

Mr. PADGETT. Not later than six months. That is the law as it is written now.

The CHAIRMAN. That is true: not later than six months. Therefore he may or may not go this year. He may go this year?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. I would be obliged to you to indicate, Mr. Reed, when you have the opportunity, about how much reduction could be made of this amount, provided the temporary regulars were not on the rolls next year and only the regulars provided for.

Mr. REED. Yes, sir.

NOTE.—If provision is made only for the regular officers in the service February 24, 1920, plus 250 ensigns who will graduate from the Naval Academy in June, the amount required for the fiscal year 1921 for pay and allowances of officers will be, in lieu of the amount stated elsewhere, as follows:

Pay, 5,972 officers.....	\$17, 101, 567
Heat and light, 5,972 officers.....	985, 644
Pay, 2,500 midshipmen.....	1, 950, 000
<b>Total.....</b>	<b>20, 037, 211</b>
Commutation of quarters.....	2, 381, 546

A statement is attached showing the approximate distribution of the permanent officers in the permanent grades they would hold.

*Pay and allowances of permanent officers.*

	Num- ber.	Rate of pay.	Pay.	Num- ber of rooms by grade.	Num- ber of rooms.	\$144 per room per year, quarters.	\$60 per room per year, heat and light.	Total pay and allow- ances.
Acting ensigns....	11	\$1,792.72	\$19,720.00	2	22	\$2,534.40	\$1,056.00	\$23,310.40
Ensigns.....	1,297	2,018.55	2,618,059.35	2	2,094	298,828.80	124,512.00	3,041,400.15
Lieutenants (jun- ior grade).....	1,106	2,363.18	2,613,677.08	3	3,318	382,233.60	159,264.00	3,155,174.68
Lieutenants.....	944	2,929.26	2,765,221.44	4	3,776	434,995.20	181,248.00	3,381,464.64
Lieutenant com- manders.....	664	3,848.46	2,555,377.44	5	3,320	382,464.00	159,360.00	3,097,201.44
Commanders.....	348	4,796.40	1,669,147.20	6	2,088	240,537.60	100,224.00	2,009,908.80
Captains.....	212	5,297.86	1,104,066.32	7	1,484	170,956.80	71,352.00	1,346,355.12
Rear admira's....	48	7,501.22	360,058.56	8	408	47,001.60	19,584.00	426,644.16
Vice admirals.....	2	1,000.00	18,000.00	10	20	2,880.00	1,200.00	22,080.00
Admirals.....	3	10,000.00	30,000.00	11	33	4,752.00	1,980.00	36,732.00
Total.....	4,635	.....	13,755,327.39	.....	16,563	1,967,184.00	819,650.00	16,540,171.39
Warrant officers... Chief warrant officers.....	553 784	2,000.00 2,800.00	1,106,000.00 2,242,240.00	2 3	1,106 2,352	142,411.20 270,950.40	53,088.00 112,896.00	1,302,480.00 2,625,086.40
Grand total.....	5,972	.....	17,101,567.39	.....	.....	2,381,645.60	985,644.00	20,468,726.99

The CHAIRMAN. "Commutation of quarters for officers, including boatswains, etc." I see you have reduced that from \$2,875,656 to \$1,812,672.

Mr. REED. The item in the bill does not include the commutation for officers on sea duty, and assuredly that the legislation extending that will become a law the amount there would be increased to \$3,895,776.

The CHAIRMAN. That is provided the pending measure in the House becomes a law?

Mr. REED. Yes, sir.

The CHAIRMAN. Has it passed the House of Representatives?

Mr. REED. Yes, sir.

The CHAIRMAN. Does this item of \$1,812,672 include the pay of temporary regulars?

Mr. REED. It includes the commutation of quarters for temporary regulars on shore. There would be a reduction there, too, if they went out.

The CHAIRMAN. But not the reservists?

Mr. REED. Yes; that would include the reservists also.

The CHAIRMAN. Will you please observe the changes with regard to those when you revise your remarks?

Mr. REED. Yes, sir.

The CHAIRMAN. "And also members of Nurse Corps (female)." About how much is that?

Mr. REED. The item in there is only \$1,000. It is only given to the nurses where we are not able to furnish them Government quarters. They are entitled to commutation of quarters at \$15 a month. The Government does not furnish quarters; it would be allowed to them.

The CHAIRMAN. Why do you allow \$1,000 for the nurses and separate them from the others?

Mr. REED. It comes as a separate clause. That is the only reason. It was put in at a later time than the other.

The CHAIRMAN. You did not put in a separate amount for the gunners, carpenters, etc.?

Mr. REED. These nurses are not officers. That was the only reason.

The CHAIRMAN. I take it that is the same language employed here as we have had heretofore?

Mr. REED. Yes.

The CHAIRMAN. Mr. Reed, I had a query, why the pay of the enlisted men on the retired list has been reduced?

Mr. REED. That was reduced because of the numbers given us by the Bureau of Navigation last October. They reduced the numbers that they said would be on the retired list next year. Since that time, in the past two weeks, they have given us a further estimate which will increase that amount to \$1,067,950. They told us last fall that there would be only 650 retired men on the list. Now they tell us there will be 893, on account of additional retirements next year.

The CHAIRMAN. The extra pay to men reenlisting under honorable discharge has been increased from \$525,570 to \$2,209,336.

Mr. REED. That was based on the then estimated number of reenlistments. Since that time the Bureau of Navigation estimates that if the pay increase goes through that the number of reenlistments will be only 5,000, so that the amount required would be \$1,175,000 instead of \$2,209,000.

Mr. PADGETT. I have asked him already to put in the hearing a redistribution of all of these items on the basis of \$130,000,000.

The CHAIRMAN. Yes; I recall that. That will be very helpful to us. At the same time that he is doing that, I would like him to differentiate between the reserves, how much it will cost for these items if the reserves are continued by a provision of any sort in the bill.

Mr. BROWNING. This pay of enlisted men on the retired list, \$552,345, you say, ought to be increased?

Mr. REED. Yes, sir.

Mr. BROWNING. Increased to what?

Mr. REED. To \$1,067,950.

Mr. BROWNING. That is the new estimate?

Mr. REED. A new estimate from the Bureau of Navigation as to the number they will have next year; yes, sir.

Mr. PADGETT. Nearly all of these numbers will be changed?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. All of this is based upon certain figures inquired into by Gov. Kelley yesterday. How many nurses have we in the corps?

Mr. REED. They are short. They have a little over 500 at the present time, but the number, if this appropriation is made, is 801, and the Bureau of Medicine and Surgery, as late as two or three days ago, said that they had need for that number if they can get them. They have been handicapped in these recent epidemics that have occurred, and they have had to ship nurses hurriedly across the continent to take care of the situation.

The CHAIRMAN. Your estimate of \$628,200 is based upon how many nurses?

Mr. REED. Eight hundred and one.

The CHAIRMAN. And they have only 500 now?

Mr. REED. They have a little over 500 at the present time; yes, sir. They have had difficulty in keeping the corps filled up.

The CHAIRMAN. Will you give us the amount we will have to appropriate for 501?

Mr. REED. To reduce the number to 500 would take out \$216,000. The money, of course, would not be spent unless we had the nurses. You appreciate that, Mr. Chairman.

The CHAIRMAN. Now, the retainer pay and active-service pay of the Naval Reserve Force is \$13,206,419.

Mr. REED. That figure is also changed.

The CHAIRMAN. Tell us how many reserves we have in the different classes, under the act of 1916, and how much is the pay as to each one, and how many we have. I would like to know especially how many men we have that were formerly sailor men, men taken from the fleet.

Mr. REED. The estimate for that item, which we increased, is made up on the basis of 501 officers on active duty, at a total pay of \$1,041,370. Then, when it comes to the retainer pay, the number of officers confirmed in rating is 15,000, at \$3,548,009; officers not confirmed in rating, not eligible for confirmation, at \$12 per year, 16,158 officers, \$193,896..

The enlisted men confirmed in rating, of whom there will be 7,000 who have had former service, practically, the fleet reserve or naval auxiliary reserve, will cost \$4,830,000. That is at the rate of \$690 per year for the 7,000. Confirmed in rating in lower ranks 120,920 men, at \$66 per year, \$7,980,786. Not confirmed and not eligible for confirmation, at \$12 a year, 133,502 men, a total of \$1,602,024, making a total for retainer pay of \$18,154,715, and adding the active duty pay of officers of the reserve force of \$1,141,370, would make that item \$19,196,085.

The CHAIRMAN. Have you a duplicate of the table you are reading from?

Mr. REED. Yes, sir; that will go in the record.

The CHAIRMAN. Let me have that, please.

Mr. REED. The \$13,000,000 was prepared on the numbers that the Bureau of Navigation gave us last October, and the last figure was data they gave us within the past week. In addition to that, when I got to the office this morning I found a letter had just come from the Bureau of Navigation, referring to their letter on which this \$19,000,000 estimate was prepared, in which they asked us to add pay for 12,000 reservists on active duty for the fiscal year 1921, in addition to the other items we have included. That would add about \$8,448,000.

Mr. BROWNING. In addition to this?

Mr. REED. In addition to that.

Mr. BROWNING. That makes \$27,000,000 or \$28,000,000.

The CHAIRMAN. We have 501 officers?

Mr. REED. On active duty.

The CHAIRMAN. Reservists?

Mr. REED. Reservists: yes, sir.

The CHAIRMAN. How many have we on active duty?

Mr. REED. It would be 501.

The CHAIRMAN. Commissioned?

**Mr. REED.** Commissioned and warrant officers.

**The CHAIRMAN.** That is what I meant, commissioned and warrant officers.

**Mr. REED.** Fifteen thousand reserve officers will be confirmed in their ratings, receiving two months' base pay.

**The CHAIRMAN.** Have they been confirmed?

**Mr. REED.** Not all have been confirmed.

**The CHAIRMAN.** The officers not confirmed in rating amount to 16,158.

**Mr. REED.** Not confirmed; yes, sir.

**The CHAIRMAN.** Is it likely that you will have, of commissioned and noncommissioned officers in this reserve 31,158?

**Mr. REED.** We have the officers now in the reserve; yes, sir. We had more than that during the war. A number have been actually discharged.

**The CHAIRMAN.** We have 101,000 enlisted men in the Navy, and we will have of the warrant and commissioned officers in the reserve 31,158.

**Mr. REED.** Not on active duty; no.

**The CHAIRMAN.** I know, they are on inactive duty, but paid by the Government. Of the first class mentioned in the act of 1916, men who have been on ships, we are estimating on 7,000. How many have we at this time?

**Mr. REED.** Just over 1,200.

**The CHAIRMAN.** Mr. Reed, will you please make up an estimate of what the pay will be for the number of men that we now have in the reserve, in the first class?

**Mr. REED.** Yes, sir. That is the fleet reserve?

**The CHAIRMAN.** Yes, sir; the fleet reserve. As to the other, I will ask you to make an estimate of the number we now have, so as to compare it with what we might have.

**Mr. REED.** Yes, sir.

**The CHAIRMAN.** Then we will have before us the Padgett bill to provide for the payment of these men when we write this bill, and we will have the figure. It seems to me like a very great deal of money for reserves. Of course, last year we put the money in, because we were just coming out of the war period. Do you know how many men we had in the service that may have been included in this class, this fleet reserve during the war period?

**Mr. REED.** No. That would be the 16 and 20 year men, but I have no data on that. I can get that for you.

**The CHAIRMAN.** There must have been a great many of them.

**Mr. REED.** Yes, sir.

**The CHAIRMAN.** We have a few more than a thousand men. Of course, this service is like all the other services, purely voluntary, and a few more than a thousand of all those men remained in the service, and yet the department has estimated upon having in this service and paying to them next year, 7,000.

**Mr. REED.** That 7,000 men includes the old fleet reserve. It covers the men in classes 1, 2, and 5, who have had naval service, I mean active service at sea at various periods, and are thoroughly qualified for sea duty. The fleet reserve is the class 1.

**The CHAIRMAN.** It seems to me we should have a chance here to save some money. It is not possible that you can have all these

off 3: ed in rating, and officers not confirmed in rating.

at the present time the officers in classes 1, 2 and 3, confirmed in rating are 5,962, and the number in class 3 total confirmed in rating is 8,734, and they are expected to require 6,266 additional officers.

What is the total reserve item, officers and men? It is about 201,000.

It is 261,400 men, and 31,158 officers.

About 294,000 officers and men?

There were 291,000 men in the reserves, and about

What you have in the reserve now is about 294,000, sir.

You have got a string tied to that many out in civil life, sir. It would be needed in case of emergency?

AN. Do you know whether any estimate is made of the necessary training of these men; and if so, how many? We have no basis for that; no, sir. That training was included in the 20,964 additional reserves, as proposed in the legislation, and we included no figure for that. The Secretary has instructed us to keep it down to the 143,000 men, and this last is based on 125,000 men, including that training item.

CHAIRMAN. And yet we have that first class little more than 1,000 and?

MR. REED. At the present time, yes, sir. Answering Mr. Padgett's questions, we have in this reserve 256,400, and we have of them only a few more than 1,000 men who came from the fleet.

MR. PADGETT. No; the 1,000 is what is still in class 1.

ADMIRAL MCGOWAN. The 1,000 is the number in class 1.

MR. REED. The number of men transferred to the fleet reserve after 16 and 20 years' service, so far as reported to our retainer pay office on the 1st of February, was 1,224.

In addition to that, however, there have been confirmed from the men who have had actual service at sea of less than 16 years, or in the naval militia, 30,918, so that there are still over 32,000 men at present confirmed who are actually qualified for sea duty and have had sea duty of varying periods. That number is being constantly increased every day, as confirmations are made.

THE CHAIRMAN. How much does it cost the Government a year for each reserve in that class? You gave us here six hundred and something.

MR. REED. In the fleet reserve force it costs us about \$690 a year.

THE CHAIRMAN. How do you make this up? Give it by items.

MR. REED. We have to take the average pay for the ones that we have. I did not have the time to make a complete list of each of the men. They are scattered throughout all the various ratings; but we took the average pay that the 1,224 were receiving.

MR. BROWNING. I would like to ask these gentlemen whether, in their opinion, they consider this fleet reserve a valuable adjunct to the Navy?

ADMIRAL PEOPLES. It undoubtedly is; but I think that is a question of policy which the Chief of the Bureau of Navigation should

properly answer, sir, because the fleet reserve comes directly under the Bureau of Navigation.

Mr. KELLEY. Does not the number in the Naval Reserve depend upon the number that pass the examination, that have served the required length of time at sea, and all that sort of thing?

Mr. REED. Yes, sir.

Mr. KELLEY. How can anybody tell how many reservists there will be?

Mr. REED. The Bureau of Navigation has estimated that there will be 120,921.

The CHAIRMAN. Who will be confirmed?

Mr. REED. Yes, sir; who will be confirmed, who will meet the requirements. There will be 133,502 who are ineligible for confirmation by reason of not being able to qualify.

Mr. KELLEY. Where did you get that figure of \$13,000,000 in the first place?

Mr. REED. It was based on the numbers they gave us last October, sir.

Mr. KELLEY. When did they give you the number that that \$18,000,000 was based on?

Mr. REED. Last week, Saturday afternoon.

Mr. KELLEY. And this morning they gave you this other one?

Mr. REED. Yes, sir.

Mr. KELLEY. I think we can do a little guessing on our own account on this item.

Mr. REED. All we ask is that some one tell us the numbers they want figured out, and we will give them the amount.

Mr. KELLEY. Without that, it is a guess?

Mr. REED. It is an estimate; yes, sir.

Mr. KELLEY. Hardly that.

The CHAIRMAN. We have assumed to itemize this paragraph in the usual way, and we find here the usual language—

shall be disbursed and accounted for in accordance with existing law as "Pay of the Navy," and for that purpose shall constitute one fund.

Mr. PADGETT. That only applies to that one paragraph.

The CHAIRMAN. I know.

Mr. PADGETT. I see it says here:

*Provided*, That hereafter the Pay Corps shall be called the Supply Corps.

That was enacted last year?

Admiral McGOWAN. Yes, sir. That is stricken out.

#### PROVISIONS, NAVY.

The CHAIRMAN. Admiral McGowan, turn over to "Provisions, Navy." That is estimated, according to the figures you have already given us. I find you have taken out the provision for the Coast Guard and Lighthouse Service. That is no longer under the Navy?

Admiral McGOWAN. That has gone back to the Treasury.

The CHAIRMAN. That is estimated, as I said, on the same number of men. There is nothing new in this item except the amount of money?

Mr. REED. Yes, sir; and that amount of money in the bill is not sufficient on the basis of the numbers which we are—

The CHAIRMAN. What does your department estimate for, how many men?

Mr. REED. We estimated for 143,046 men originally.

The CHAIRMAN. The Navy estimate was \$27,000,000.

Mr. REED. No, sir; our estimate was \$36,240,844, and the Secretary reduced it to \$27,000,000.

The CHAIRMAN. Last year you had \$42,664,500. How much of that will you have unexpended at the end of this fiscal year?

Mr. REED. I have not made an estimate on that, as to the unexpended balance at this time. It will depend to a considerable extent on what the savings are, due to the use of provisions already on hand.

The CHAIRMAN. Last year you estimated 181,000 men?

Mr. REED. Yes, sir.

The CHAIRMAN. At \$42,664,500. The average, as you have already told us, is 125,000 men, or 55,000 men less.

Mr. REED. There is a difference there in connection with the cost of the ration, which last year was estimated at 55 cents. This year we are estimating it at 60 cents. We are estimating on a ration in kind at 60 cents, and on a commuted ration of 68 cents. In addition to that, we reduced the actual cost—

The CHAIRMAN. Why do you make a difference in the ration, when you pay it, of 8 cents more than when you furnish it?

Mr. REED. In kind it cost us 60 cents.

The CHAIRMAN. And you believe that the men that go out and buy will have to pay more for it, is that the reason you make the difference?

Admiral McGOWAN. It is largely a difference between wholesale and retail.

The CHAIRMAN. In other words, it will cost the commuter more than it will the Navy to buy?

Admiral McGOWAN. Very much more; yes, sir.

Mr. REED. In addition to the ration at \$42,600,000 in 1920, we made an allowance of something over \$6,000,000 for the consumption of provisions on hand, which we would not have to purchase during this year. At the end of this year we will be carrying in provisions only about the normal two months' stock, so that all provisions issued for use next year from stocks on hand will have to be replaced during the year, so that we will still have our two months' or three months' stock on hand. We have to carry a certain quantity of provisions on hand.

The CHAIRMAN. As I understand it, you expect to reduce the amount of your stock on hand, and you will not have the large stock on hand when you need this money.

Mr. REED. Yes, sir.

The CHAIRMAN. This year you will not have as much on hand because some of the perishable supplies you will dispose of?

Mr. REED. Yes, sir.

The CHAIRMAN. Therefore you will have to replenish your stock, is that correct?

Mr. REED. Yes, sir; we will have to purchase next year the quantity of provisions that will be consumed for use. Now, on the basis of 125,000 men, the amount required would be \$32,388,770.

IRMAN. At 68 cents?

ED. At 68 cents per day, commuted ration, and 60 cents per subsistence in kind.

LEY. If you divide \$42,664,000 by the average number 193,000, that will give you a figure on which you base your

ED. That \$42,000,000 does not represent the entire cost and reduced the calculated amount by a little over \$6,000,000, that of the consumption of provisions already in hand.

LEY. That should be \$48,000,000 just the same?

ED. \$48,000,000; yes, sir. Also, in preparing the estimate we had considered the cost of subsistence in kind at 55 cents per day, whereas for 1921 we believe it will be 60 cents per day. At the present time, in the battle fleet, for the three ended December 31, 1919, it was costing us 67.92 cents per day. The cost is much higher than we have been estimating.

LEY. What was the value of the supplies you had on hand December 31, 1919?

ED. About \$30,000,000.

LEY. How many dollars' worth will you have next July?

ED. The stock will probably be reduced to between \$20,000,000 and \$5,000,000. We are selling a part of the provisions because they can not be carried over. We usually carry three months' stock.

LEY. What is your average stock?

ED. It would be about \$4,000,000 or \$5,000,000 worth of provisions on hand at all times, which would give us about a two months' supply.

LEY. You figure it will cost you how much per man to maintain these men?

ED. Sixty cents per day, \$219 a year per man.

McGOWAN. That is for those we subsist in kind, sir, that we feed aboard ship.

LEY. \$219 per year?

ED. Yes, sir.

LEY. If you multiply that by 125,000 men, you would not

Mr. REED. Yes, sir; and that amount of money in the bill is not sufficient on the basis of the numbers which we are——

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Mr. REED. At 68 cents per day, commuted ration, and 60 cents per day for subsistence in kind.

Mr. KELLEY. If you divide \$42,664,000 by the average number last year, 193,000, that will give you a figure on which you base your estimate.

Mr. REED. That \$42,000,000 does not represent the entire cost there. We reduced the calculated amount by a little over \$6,000,000, on account of the consumption of provisions already in hand.

Mr. KELLEY. That should be \$48,000,000 just the same?

Mr. REED. \$48,000,000; yes, sir. Also, in preparing the estimate for 1920 we had considered the cost of subsistence in kind at 55 cents per man per day, whereas for 1921 we believe it will be 60 cents per man per day. At the present time, in the battle fleet, for the three months ended December 31, 1919, it was costing us 67.92 cents per man. The cost is much higher than we have been estimating.

Mr. KELLEY. What was the value of the supplies you had on hand on July 1, 1919?

Mr. REED. About \$30,000,000.

Mr. KELLEY. How many dollars' worth will you have next July?

Mr. REED. The stock will probably be reduced to between \$4,000,000 and \$5,000,000. We are selling a part of the provisions necessarily because they can not be carried over. We usually carry about two months' stock.

Mr. KELLEY. What is your average stock?

Mr. REED. It would be about \$4,000,000 or \$5,000,000 worth of provisions on hand at all times, which would give us about a two months' supply.

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Mr. REED. Sixty cents per day, \$219 a year per man.

Admiral McGOWAN. That is for those we subsist in kind, sir, that we actually feed aboard ship.

Mr. KELLEY. \$219 per year?

Mr. REED. Yes, sir.

Mr. KELLEY. If you multiply that by 125,000 men, you would not get this exactly.

Mr. REED. There are certain other items that enter into the estimate for provisions. I will be very glad to give you that and insert it in the record. For instance, on the basis of 125,000 men, the following would be subsisted in kind: The active list, regulars, 97,639, plus 5,211 hospital corps men, 16,000 men in training, 350 in the flying corps, and 3,000 marines at sea, gives you a total of 122,200 men to be subsisted in kind, which will cost \$26,761,800.

The warrant officers will receive, commuted at 68 cents per day, 3,000, \$744,600. The midshipmen, at 68 cents, 2,500 men, \$620,500. The general court-martial prisoners, at 30 cents per day, 1,300, \$142,350.

There are a considerable number of enlisted men who are on special details on shore, recruiting duty, in connection with the radio stations, and other special details, who receive an allowance in lieu of subsistence at rates varying from \$1 to \$3 per day, and higher, as may be fixed by the Secretary of the Navy, and on that basis, estimated at \$3 per day, 2,000 at \$1 per day, \$730,000.

**"MAINTENANCE, BUREAU OF SUPPLIES AND ACCOUNTS."**

The CHAIRMAN. We will turn now to "Maintenance, Bureau of Supplies and Accounts."

Admiral PEOPLES. Before we start in on that, Mr. Chairman, the committee asked yesterday that an amendment be prepared to provide for this \$6,000,000 item under clothing. Shall I read you the amendment we have prepared?

The CHAIRMAN. Yes, sir; please read your amendment.

Admiral PEOPLES. The amendment we have prepared reads as follows:

That during the fiscal year ending June 30, 1921, the clothing and small stores fund shall be charged with the value of all issues of clothing and small stores to enlisted men and apprentice seamen required as outfits on first enlistment, not to exceed \$100 each, and for civilian clothing not to exceed \$15 per man to men given discharges for bad conduct, undesirability, or inaptitude and for the uniform gratuities paid to officers of the Naval Reserve Force.

The CHAIRMAN. If that amendment is made, it will take this \$6,000,000 out of the appropriation?

Admiral PEOPLES. Yes, sir. Also there was another item yesterday in the discussion in regard to Hampton Roads. We can reduce that figure from 700,000 square feet of space required down there to 585,000 square feet, which I think should be the sum of it, and adding the building at Hampton Roads of 450,000 square feet, and provide for 135,000 square feet at about \$400,000 at San Diego, in addition to the estimate already made for San Diego, the sum total being \$1,750,000, against which we have been paying rentals in New York of \$500,000. In other words, the proposition would pay for itself in three years.

Mr. PADGETT. In reference to San Diego, 135,000 square feet. Is that not a shortsighted policy? You have started out on a big development of the Pacific coast; now, would not that just be dragging along as we were 15 or 20 years ago in putting up buildings for the immediate requirements and not looking to the future? Yesterday we had up the building at San Diego. Now, instead of 135,000 square feet, why not make it three or four hundred thousand and have them utilize the portion not needed for stores for their offices.

Admiral PEOPLES. The suggestion I just made takes into consideration the increase in size of that item already in the bill for San Diego, increasing it from 135,000 to 270,000 square feet of space.

The CHAIRMAN. You are anticipating in that the naval development of San Diego?

Admiral PEOPLES. Yes, sir.

Mr. PADGETT. When you say put a building there of 135,000 square feet you mean adding that amount of space to what you already have asked for at the place?

Admiral PEOPLES. Yes, sir; adding 135,000 square feet of space. (The committee thereupon recessed until 2 o'clock p. m.)

**AFTER RECESS.**

The CHAIRMAN. The committee will come to order.

Mr. KETTNER. Mr. Chairman, when we adjourned Admiral Peoples, in answer to a question by Mr. Padgett, stated that it was necessary that we have at San Diego 135,000 square feet of space, and after-

ated that this 135,000 square feet was in addition to what has been asked for at San Diego, making 270,000 square feet in all correct, Admiral Peoples?

al PEOPLES. Yes, sir; with 270,000 square feet of storage provided for San Diego we could take away the stores we have at Brooklyn and transfer them, part to Norfolk and part to San Diego. If I might add further to my statement, to purchase the building which the Navy erected this building at South Brooklyn, city of New York and build space sufficient to take care of the stores now occupied in the commandeered building, it would cost \$1,750,000.

GOVERNMENT. Approximately \$3,000,000.

al PEOPLES. Yes, sir; as against an estimate of \$1,750,000 for buildings at Hampton Roads and San Diego.

SELLEY. Do you know whether or not the Government has quarters at San Diego for office purposes?

al PEOPLES. Yes, sir; we have.

SELLEY. Could this storage building at San Diego be converted partly for office purposes and the balance for storage purchase without difficulty?

al PEOPLES. Yes, sir; without any difficulty whatever, put offices on the top story of the building.

CHAIRMAN. I do not think there has been any change made in the graph on page 79; there has been no addition to it and nothing taken from it that I can see; is that correct Admiral McGowan?

al MCGOWAN. That is correct, sir.

CHAIRMAN. Last year we appropriated for this maintenance account set out in this paragraph, \$15,500,000; this year we have an estimate of \$8,500,000; is that the correct estimate?

al PEOPLES. The estimates as originally approved, Mr. Chairman, were \$15,250,000 and that cut to \$8,500,000 was the cut that is made in so many other cases. That sum is entirely too small to handle the various activities coming under maintenance.

I might itemize some of the expenditures on the basis of the previous year, such as, for the removal of garbage and ashes \$78,000; for blankets, and stationery \$72,000 aboard ship; purchase, repair,

2 per cent paid for clerical, inspection, messengers, and police, and 1 per cent for stockmen, storemen, and store laborers. For accounting work at the navy yards the expenditures for the clerical force is approximately 1 per cent of the total labor expenditures, it requiring one clerk in the accounting office for each 100 to 125 mechanics and laborers employed on the various activities in the navy yards.

Mr. KELLEY. Of course, this does not include any of the clerks necessary to handle the sale of this material of which you are now making disposition by sale?

Admiral PEOPLES. No, sir: they are paid out of the proceeds of the sales, except for the sale of materials in naval supply account. These percentages are the average percentages over a period of several years, as mentioned previously before the committee, and on that basis the storekeeping forces would be about 2 per cent of \$139,000,000, or a cost of \$2,792,500. The cost of the stockmen, storemen, and store laborers would be about 1 per cent of \$139,000,000, or \$1,391,250, and for the care and disposition of the excess stocks \$950,000 has been estimated. Cost of disbursing, one-quarter of 1 per cent of \$250,000,000, or \$600,000; cost of cost inspection in the various cost inspection offices outside of navy yards would be about \$500,000; for handling material in the storehouses, for common labor 2 per cent of \$139,000,000, representing the estimated expenditures or the value of material to be issued during the year, \$2,792,500; and for stores to be sold or otherwise disposed of for survey and appraisal within our storehouses before turning over to the boards to sell, 2 per cent of \$90,000,000, \$1,800,000.

Mr. KELLEY. That is the calculated force necessary to take care of these sales?

Admiral PEOPLES. That is the common labor.

Mr. KELLEY. Suppose you do not sell all that?

Admiral PEOPLES. We are estimating about 2 per cent of the material that we expect to sell.

Mr. KELLEY. Out of a total of how much?

Admiral PEOPLES. A total of \$685,000,000 as mentioned yesterday. That will make the total of that appropriation \$14,934,065.

Mr. KELLEY. Is that the estimate that you submitted to the department?

Admiral PEOPLES. We estimated \$15,250,000, which was approved, sir.

Mr. BROWNING. Who made the arbitrary cut?

Admiral PEOPLES. After the original estimates were submitted by the Navy Department to the Treasury Department, several weeks later, the Secretary took these estimates and made the cuts, with authorization to the chiefs of bureaus to later on explain in detail before the committee any points wherein the chief of the bureau concerned was responsible.

Mr. KELLEY. These first figures of yours are based on a Navy of 143,000 men?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. And the last figures are based on 125,000 men?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. Based on 125,000 men, what would your figures be?

Admiral PEOPLES. \$14,934,065; about 10 per cent of the total amount of the expenditures are spent aboard ship and about 90 per

cent on shore, because it has primarily to do with the activity or activities of the Navy Department.

Mr. KELLEY. If these other bureaus largely reduce their estimates, would that affect yours?

Admiral PEOPLES. Yes, sir.

Mr. KELLEY. Suppose \$75,000,000 is taken off new construction and repairs?

Mr. REED. Taking that amount off construction—that is, new construction—would hardly affect S. and A., inasmuch as it would come out of the payments to be made private shipbuilding plants and not at the navy yards.

Mr. KELLEY. A great many of these ships are being constructed in Government yards.

Mr. REED. In the reduction they have made in the naval appropriations for new construction they have not contemplated reducing the work on new ships built at the navy yards.

Mr. KELLEY. How do you know that?

Mr. REED. By asking the financial clerk in C. and R. I made inquiry the other day. If the industrial work at the navy yards was affected by the decrease it would make an automatic decrease in our expenditures.

Mr. KELLEY. You have information that the slowing down is going to be in private shipbuilding plants?

Mr. REED. Yes, sir; for instance we have based the amount required on an expenditure for labor of \$92,750,000. Now, if these labor expenditures are reduced ten millions we would reduce our expenditures for accounting by \$100,000 and also reduce the storekeeping expense to the extent of 3 per cent of \$15,000,000, or \$450,000.

Mr. KELLEY. Well, take the Bureau of Yards and Docks.

Mr. REED. That is public works and all, or practically all; public works appropriations are expended by contract, so that does not enter into yard accounting for labor.

Mr. KELLEY. Naturally all navy-yard business is done through Admiral Taylor?

Mr. REED. And the Bureau of Ordnance.

Mr. KELLEY. Has the Bureau of Ordnance reduced their requirements considerably?

Mr. REED. We have taken the figures that enter into this bill as tentatively revised by the secretary the other day. We can recalculate as soon as you determine upon certain amounts.

Admiral McGOWAN. Along the lines I tried to lay down in my opening statement that naturally all our appropriations which we are now discussing are by products of other appropriations.

Mr. KELLEY. As soon as the bill is framed your items fall in line?

Admiral McGOWAN. To a very large extent.

Mr. REED. Taking the bill as before the committee, that is the first draft, the appropriation entering into our calculations which involve expenditures for labor and issue of material, approximate \$149,000,000; of that about 41.42 per cent is spent for labor at navy yards and the balance would be used for the issue of material, either for consumption at the navy yards or placed on ships, and as that total of \$149,000,000 changes our requirements for storekeeping expenses and accounting expenses varies.

Mr. KELLEY. You stated that the bulk of your accounting was on shore, did you not?

- **Mr. REED.** The bulk of our expenditures are on shore; only about 10 per cent or a little over a million and a half out of the \$15,000,000 would be expended for material furnished to the ships.

**Mr. KELLEY.** How much before the war?

**Mr. REED.** In 1916, \$1,829,000.

**Mr. KELLEY.** You are asking for \$15,000,000 where you formerly used but \$1,829,000?

**Mr. REED.** Since that time we have taken over all accounting at the navy yards, and there has been transferred to S. and A. other activities which we did not have before, especially winter clothing, one of the items, and cost inspection. Furthermore, a considerable part of the expense is due to the large quantity of supplies on hand in excess of the normal growth.

**Admiral PEOPLES.** Also the increase in the cost of labor is a very important item.

**Mr. KELLEY.** This item of athletic outfits can be taken out of your appropriation, can it not? That is furnished from another bureau, I think.

**Admiral PEOPLES.** We furnish certain parts of the athletic outfits, and Navigation furnishes a certain part, and this amount is what is required to be furnished by S. and A.

**Admiral McGOWAN.** The Sixth Division of Navigation, under the able administration of Commander Mayo, furnishes a considerable part of the athletic outfits, and the item can be eliminated from "Maintenance, S. and A.," provided Commander Mayo is given the full amount that he needs for this purpose. Mayo is doing a wonderful work in a wonderful manner.

**Mr. KELLEY.** You have none on hand now?

**Admiral PEOPLES.** Practically none; we only buy from time to time as needed.

**The CHAIRMAN.** Reimbursement of appropriations of the Department of Agriculture—tell us about that.

**Admiral McGOWAN.** Special inspection by the Bureau of Animal Industry, who do their work at the packing houses and inspect meats being gotten ready for us, avoiding having two departments do the same work.

**The CHAIRMAN.** Do I understand that your meat inspection is made by the Department of Agriculture?

**Admiral McGOWAN.** Yes, sir; that inspection is wonderfully good, and we can not get any better service than to have that department do that work for us.

**Mr. REED.** It will cost \$55,000 for the next year; last year it was about \$119,000. Having the Bureau of Animal Industry make these inspections for us is an economy in that they bill us only for the time and expense actually incurred in connection with our work. They have inspectors at these plants all the time, and unless we utilize their services we would have to have a force of our own for that purpose.

**The CHAIRMAN.** Let us go on to the next item, \$3,500,000 for chemists and clerical force in the accounting department of the navy yard.

**Admiral PEOPLES.** I explained, Mr. Chairman, that the total of that item should be \$7,261,750.

**The CHAIRMAN.** About half of what you ask; it is reduced here to \$3,500,000.

**Admiral McGOWAN.** Cut in two; yes, sir.

The CHAIRMAN. How much did we spend under this provision in 1916?

Admiral PEOPLES. Of that \$1,800,000 about \$725,000. Every increase under every bureau is reflected here in greater proportion in that particular item than anywhere else.

Mr. REED. There is another feature in connection with that which is that in 1916 the work now done by stock men, store men and store laborers, the bulk of it was then done by unclassified labor in violation of civil service rules and regulations. We have since been compelled to obtain stock men, store men, and store laborers from the classified lists and have to have an increase on account of that. That enters into it to a large extent. Of the men that we will require next year, two-fifths only of the number will be clerical, messengers, and police and the other three-fifths will be stock men, store men, and store laborers.

Mr. KELLEY. How many in number?

Mr. REED. About 2,000 in the clerical, messenger, and police force and 3,085 stock men, store men, and store laborers.

Admiral PEOPLES. That is to take care of that \$685,000,000 worth of material which we have previously mentioned.

Mr. KELLEY. In addition to this 2,000 how many stenographers will be required?

Admiral PEOPLES. They are included in the storehouse force; in that item of 2,000.

The CHAIRMAN. This is all outside of Washington?

Mr. REED. Except a few at the Navy Yard.

The CHAIRMAN. Have you the number of messengers you will have?

Mr. REED. I have not the detail figures on that.

Admiral PEOPLES. We have the distribution of this appropriation for labor and material by stations. It shows every station and the amounts of labor and material that will be required at each.

Mr. BROWNING. Do they allow you to have any unclassified employees now?

Mr. REED. They are all really classified but we use the term classified to refer to employees who have passed an educational test examination.

Mr. BROWNING. They compelled you to replace unclassified employees with classified?

Mr. REED. Yes, sir.

Mr. BROWNING. To what extent?

Mr. REED. In the past year we were obliged to increase the obligation on this account by over \$500,000.

Mr. BROWNING. And in all probability more next year?

Mr. REED. Yes, sir.

Mr. KELLEY. When may we expect the number of employees in your department to be two and a half times what they were in 1916?

Admiral PEOPLES. You will never see that.

Mr. KELLEY. When you reach a normal state, how many more?

Admiral McGOWAN. It depends upon the volume of business handled, plus the rate of wages allowed.

Mr. KELLEY. I mean the number.

Admiral McGOWAN. I should say that, just as our operations are by-products of other appropriations, so are the number of our people incidental to the volume of the industrial work.

Mr. KELLEY. Suppose we have a situation two and a half times as great as in 1916; how soon?

Admiral PEOPLES. You would need more, for the reason that two and a half times C. and R. and Steam Engineering means about 10 times in S. and A. or very close to it.

Mr. KELLEY. I think you are wrong about that; if you are doing work for a bureau and it doubles, you would not have to more than double the number of men, would you? You would not have to have 10 times as many?

Admiral PEOPLES. No; it would not be ten times but would be a good deal more than S. and A.

Admiral McGOWAN. I do not quite understand you, Mr. Kelley. What I was going to say is that we have a good many more kinds of work than we had before the war, and while our comparison is fairly correct, there are naturally new elements which enter into this work and which would call for double the number of men.

Mr. KRAUS. Referring to the table on page 81, following this item, your actual expenditures for salaries in 1919 were a little in excess of \$4,000,000; was that a fair average?

Mr. REED. No, sir; because at that time we had an average of over 10,000 naval reservists doing clerical work.

Mr. KRAUS. In other words, that item does not represent all the expenditures?

Admiral McGOWAN. No, sir; only part of it.

"MAINTENANCE, S. AND A." REVISED ON A BASIS OF 125,000 MEN.

The estimate for "Maintenance, S. and A." has been revised on the basis of continuing S. and A. activities on a scale proportionate with Naval expenditures for a Navy of 125,000 men.

Approximately only 10 per cent of the appropriation is spent afloat or for issues of material to vessels of the fleet, 90 per cent being required for shore activities in the supply, disbursing, and accounting, and cost inspection offices.

The estimated amount required is \$14,934,065 subdivided as follows:

For clerical, inspection, messenger, and policemen forces.....	\$7,161,250
For unclassified labor in storehouses.....	4,614,330
For packing, boxes, and material, blanks, stationery, and miscellaneous expenses on shore.....	1,569,000
For issue of supplies and equipage to ships and miscellaneous expenses on shipboard.....	1,589,485
Total.....	14,934,065

The requirements for classified employees can be computed on the following bases:

For accounting work at navy yards the expenditures for clerical force is approximately 1 per cent of the total labor expenditure, it requiring one clerk in the accounting office within reasonable limitations for each 100 or 125 employees carried on the yard rolls and about one-fourth of that number for the necessary work in connection with stores accounting.

For storekeeping work the normal expenditure for clerical, stockman, storeman, storelaborer, messenger, and police force is 3 per cent of the value of the material issued, 2 per cent being for clerical, inspection, messenger, and police force and 1 per cent for stockman, store laborers, and storemen.

For making disbursements on shore the cost of the clerical force is one-fourth of 1 per cent of the total shore disbursements.

For the receipt and issues of stores, expenditures for unclassified labor are 2 per cent of the value of the issues.

Using the foregoing percentages and based upon appropriations as contained in draft No. 1 of the pending naval bill, the following amounts will be required:

## CLASSIFIED EMPLOYEES.

Accounting, 1 per cent of \$92,750,000 (41.42 per cent of appropriations from which expenditures for civilian labor).....	\$927,500
Storekeeping for regular issues:	
Clerks, messengers, and policemen, 2 per cent of \$139,125,000 (1½ time labor expenditures).....	2,792,500
Stockmen, storemen, and store laborers, 1 per cent of \$139,125,000....	1,391,250
Care, custody, and disposition of excess stocks.....	950,000
Disbursing, one-quarter of 1 per cent of \$250,000,000.....	600,000
Cost of inspection force.....	500,000
<b>Total.....</b>	<b>7,161,250</b>

## UNCLASSIFIED LABOR IN STOREHOUSES.

For regular issues, 2 per cent of \$139,125,000.....	2,792,500
For stores to be sold or otherwise disposed of, 2 per cent of \$90,000,000....	1,821,830
<b>Total.....</b>	<b>4,614,330</b>

NOTE.—The expenditures for classified employees for S. and A. activities for the current fiscal year, including the amount expended from "Pay, Reservists, Transferred," will be approximately \$9,200,000, and in addition approximately \$500,000 was paid to schedule of wages employees engaged upon clerical or storemen duties, whose places have been or will have to be taken by classified employees; and over 7,000 reservists (not in a civil status) were utilized for a period of six weeks. (The cost of civilians for this period would have been \$1,300,000.) So that the total expenditures for clerical and similar services this year under S. and A. will be approximately \$11,000,000.

*Stores on hand at shore stations, not including items in transit or in process of manufacture.*

	June 30, 1918.	Dec. 31, 1919.
Naval supply account.....	\$21,881,795	\$230,308,979
Appropriation purchases (including ordnance).....	68,561,075	355,498,997
Used material.....	144,574	9,459,069
Provisions.....	1,151,344	20,325,041
Clothing.....	2,101,890	68,667,828
Reserve material, Navy.....		1,558,661
<b>Total.....</b>	<b>91,945,887</b>	<b>685,908,555</b>

*Shore expenditures.*

Fuel, heat, light, and power at industrial yards.....	\$300,000
Books, blanks, and stationery.....	225,000
Packing boxes and materials used in shipping, caring for and issuing stores.	700,000
Interior fittings for storehouses and handling facilities.....	200,000
Expenses of disbursing and purchasing offices (and accounting offices) other than services.....	75,000
Coffee mills and repairs thereto.....	4,000
Expenses of clothing factories and machinery.....	25,000
Laboratory equipment.....	5,000
Inspection of meat and meat food products.....	55,000
<b>Total shore expenditures other than services.....</b>	<b>1,569,000</b>

*Expenditures for ships.*

Removal of garbage and ashes.....	\$78,000
Books, blanks, and stationery.....	72,000
Purchase, repair, and exchange of typewriters.....	23,000
Equipage, including winter and special clothing.....	820,000
Musical instruments and music.....	19,000

Mess outfits.....	\$100,000
Soap, cleaning gear, etc.....	333,885
Athletic outfits.....	95,800
Tools, ferrage, safes, and incidental expenses.....	48,000

Total expenditures for ships..... 1,589,485

The above estimates are based upon expenditures for the number of ships which could be kept in commission with 125,000 men.

From the foregoing it will be seen that the present item in the bill is totally inadequate and probably will not be sufficient to permit the supply, disbursing and accounting departments at navy yards, and the cost inspection service to function properly even with a total appropriation of only \$450,000,000.

The amount which will actually be required will have to be recalculated after the distribution of the other appropriations has been tentatively decided upon, although there are certain items which will not vary even with a reduction in other shore expenditures, viz:

Care, custody and disposition of excess stocks.

Cost inspection.

*Estimated expenditures, appropriation maintenance S. and A., 1920.*

[Estimate of the expenditures for 1920, based on the actual figures received, and tentative estimates for the remainder of the year.]

	Labor.	Material.	Total.	Amount.	January, 1920, allotment.
Ships: For the removal and transportation of ashes and garbage, books, blanks, equipage, musical instruments and music, soap, yeoman's stores, athletic outfits, etc.				\$1,716,424.00	
Asbore: Public bills for services, exchange of typewriters, tolls, printing, meat inspection, etc.				838,153.18	
Labor in general storehouses, paymasters' offices, accounting offices, etc.:					
Material for use: Stationery, packing boxes, laboratory equipment, handling stores, interior fittings for offices and storehouses, as follows—					
First naval district.....		\$5,800.00	\$5,800.00		
Third naval district.....	\$1,102.60	4,500.00	5,602.60		
Seventh naval district.....	480.32		480.32		
Ninth, tenth, and eleventh naval districts.....	46,754.08	1,765.00	48,519.08		
Twelfth naval district.....		300.00	300.00		
Thirteenth naval district.....		347.06	347.06		
Portsmouth, N. H., navy yard.....	311,797.65	20,514.55	332,312.20		\$27,476.00
Boston (Mass.) Navy Yard.....	1,060,826.52	116,959.10	1,177,785.62		106,000.00
Chelsea (Mass.) hospital.....		90.00	90.00		
Newport (R. I.) training station.....	22,872.68	14,388.86	37,261.54		3,000.00
Newport Torpedo Station.....	46,548.18	2,534.15	49,082.33		4,400.00
Newport fuel station.....	8,045.68		8,045.68		691.40
Newport fleet storehouse.....	1,974.36	25.00	1,999.36		(1)
New London (Conn.) submarine base.....	23,262.40	7,391.40	30,653.80		3,300.00
New London (Conn.) experimental station.....	9,023.32	2,446.95	11,470.27		1,300.00
New York (N. Y.) Navy Yard.....	2,253,188.63	167,124.96	2,420,313.59		192,000.00
New York fleet supply base.....	2,276,458.06	525,145.23	2,801,603.29		220,220.00
P. and C. Depot (New York).....		4,553.76	4,553.76		
Iona Island (N. Y.) and Dover (N. J.) ammunition depots.....	8,317.92	624.53	8,942.45		720.00
Constable Hook fuel depot.....	7,112.08		7,112.08		
Hoboken, N. J. (piers).....	22,366.04		22,366.04		
Philadelphia (Pa.) Navy Yard.....	1,212,947.52	140,286.58	1,353,234.10		102,000.00
Philadelphia (Pa.) aircraft factory.....	33,012.15		33,012.15		3,500.00
Fort Mifflin (Pa.) ammunition depot.....					275.00
Anna cells (Md.) Naval Academy.....	29,404.36	1,176.03	30,580.39		2,481.51

<sup>1</sup> Closed.

## Estimated expenditures, appropriation maintenance S. and A., 1920—Continued.

	Labor.	Material.	Total.	Amount.	January, 1920, allotment.
bor in general storehouses, pay- masters' offices, accounting off- ices, etc.—Con.					
Material for use: Stationery, packing boxes, laboratory equipment, handling stores, interior fittings for offices and storehouses, as follows—Con.					
Washington (D. C.) Navy Yard.....	\$240,967.97	\$19,000.72	\$259,968.69		\$20,800.00
Washington D. C.) dis- bursing office.....	156,000.00		156,000.00		13,000.00
Washington (D. C.) hospi- tal.....	4,409.28	115.00	4,524.28		408.00
Indianhead (Md.) Proving Ground.....	27,472.26	2,050.00	29,522.26		3,450.00
Hampton Roads (Va.) operating base.....	640,007.81	142,390.36	782,398.17		62,835.00
Yorktown (Va.) mine depot. Portsmouth (Va.) ammuni- tion depot.....	7,248.48	50.00	7,298.48		715.28
Norfolk (Va.) Navy Yard.....	4,105.92		4,105.92		330.00
Norfolk (Va.) hospital.....	1,082,543.60	144,130.14	1,226,673.74		90,000.00
South Charleston (W. Va.) ordnance plant.....	1,002.66		1,002.66		2302.00
Charleston (S. C.) Navy Yard.....	7,646.80		7,646.80		750.00
Charleston (S. C.) training camp.....	237,521.41	11,899.09	249,410.50		17,000.00
Miami (Fla.) air station.....		58.73	58.73		(1)
Key West (Fla.) submarine base.....	1,078.92	164.98	1,243.90		(2)
Key West (Fla.) naval station.....	2,435.00	1,841.86	4,276.86		(3)
Pensacola (Fla.) air station.....	47,271.71	1,904.79	49,176.50		3,700.00
New Orleans (La.) naval station.....	16,951.12	5,562.43	22,513.55		1,650.00
Great Lakes (Ill.) training station.....	93,273.98	8,970.88	102,244.86		9,952.80
Gulfport (Miss.) training station.....	84,553.59	23,788.24	108,341.83		9,800.00
Detroit (Mich.) storehouse.....		2,610.44	2,610.44		150.00
Detroit (Mich.) training camp.....		490.33	490.33		100.00
Fort Lyon (Colo.) hospital.....		1,391.46	1,391.46		
San Diego (Calif.) fuel sta- tion.....	520.00	191.94	711.94		
San Diego (Calif.) air sta- tion.....	4,459.14	383.91	4,843.05		535.00
San Pedro (Calif.) sub base.....		170.79	170.79		
Tiburon (Calif.) fuel station.....	1,800.00	1,191.36	2,991.36		390.00
Mare Island (Calif.) Navy Yard.....	2,581.04		2,581.04		287.60
San Francisco (Calif.) train- ing station.....	623,197.12	68,556.17	691,753.29		58,690.00
Puget Sound (Wash.) Navy Yard.....	13,827.70	2,069.48	15,897.18		1,338.00
Cavite and Olongapo, P. I.....	426,705.11	32,925.47	459,630.58		39,311.00
Coco Solo air station.....	161,707.15	15,638.37	177,345.52		15,000.00
Coco Solo sub base.....		349.65	349.65		(4)
Guam, M. I.....	5,891.95	5,114.32	11,006.47		1,000.00
Guantanamo (Cuba) naval station.....	12,901.59	2,429.80	15,331.39		2,145.00
Pearl Harbor, Hawaii.....	22,454.72	1,901.51	24,356.23		2,738.62
St. Thomas, V. I.....	88,686.45	3,688.29	92,374.74		5,000.00
Tutuila, Samoa.....	13,706.76	5,951.00	19,657.76		1,700.00
Brest, France.....	4,981.79	1,760.99	6,742.78		500.00
		7,341.48	7,341.48		(4)
Total.....	11,413,405.58	1,532,017.34	12,945,422.92	12,945,422.92	1,033,764.61
Grand total.....				15,500,000.00	

(1) Closed.

(2) Recent establishment.

(3) No request.

(4) No estimate.

## FREIGHT, BUREAU OF SUPPLIES AND ACCOUNTS.

The CHAIRMAN. What is your estimate on Freight, Admiral?

Mr. REED. The freight has been cut, sir. Our estimate was \$7,500,000 which was reduced by the Secretary to \$2,000,000.

The CHAIRMAN. You had \$3,000,000 last year.

Admiral PEOPLES. Yes, sir; and a big deficiency.

The CHAIRMAN. How much deficiency?

Admiral PEOPLES. \$6,600,000, sir.

The CHAIRMAN. Has that deficiency been reported?

Admiral PEOPLES. No, sir; because we do not know how much it will be and it is impossible to tell until the end of June. When the item was under consideration, at that time the S. and A. estimate, as I remember it, was \$10,000,000, and, as pointed out, the expenditures for freight depend on the amount of shipments that are to be made from point to point.

Admiral McGOWAN. When the freight money gives out, there might be a million dollars' worth of some kind of material needed, say, at San Francisco, which would be on hand in excess at New York, and for a few hundred dollars we could stop the purchase of that material and make a shipment of material from New York, keeping the Government's money in the Treasury. If we have not the money for the freight we can not do that. We have stopped about \$25,000,000 in canceled purchase requisitions since the armistice.

The CHAIRMAN. How much?

Admiral McGOWAN. About \$25,000,000. That means that, say, the navy yard at Norfolk would submit a requisition for the purchase of material and, if that material was on hand at New York, that requisition was canceled and shipment ordered from New York to Norfolk instead of purchasing other material.

The CHAIRMAN. Does the discretion of making shipments lie entirely with the commandant of the yard?

Admiral McGOWAN. No, sir; with the Bureau of Supplies and Accounts.

The CHAIRMAN. Can you not ship with our own boats?

Admiral McGOWAN. We do wherever possible, sir.

Mr. BROWNING. And this \$2,000,000; how much do you say it ought to be?

Admiral PEOPLES. \$7,500,000.

## FUEL AND TRANSPORTATION.

The CHAIRMAN. The next item, fuel.

Admiral PEOPLES. Under the heading of fuel and its distribution, estimate of the total quantities of coal, fuel oil, gasoline, maintenance of plants, tug hire, etc., has been based upon the vessels which Operations estimate will be kept in commission on the basis of 143,000 men. We have reduced that in proportion from 143,000 down to 125,000. The original estimate on the basis of 143,000 men, the actual cost of coal, fuel oil, and gasoline, was \$27,888,848.

The CHAIRMAN. The cost of fuel alone?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. How much for transportation?

Admiral PEOPLES. That includes the transportation.

The CHAIRMAN. Is that the estimate you submitted to the department?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. And it was reduced to \$10,000,000?

Admiral PEOPLES. Yes, sir; it was reduced to ten millions.

The CHAIRMAN. Last year you had \$12,000,000. Did you have a deficiency?

Admiral PEOPLES. Yes, sir; between ten to fifteen million dollars.

Admiral McGOWAN. We explained all that at the time the appropriation was submitted. With this expenditure uncontrollable, a deficiency is inevitable unless you stop the ships; and it is not within my power to do that.

The CHAIRMAN. I understand that, but you fix the amount of the purchases.

Admiral McGOWAN. The quantity to be purchased depends entirely upon what ships are steaming. The total amount estimated to be purchased on coal was 1,226,400 tons.

The CHAIRMAN. For how many ships estimated in commission?

Admiral McGOWAN. On a basis of 125,000 men.

The CHAIRMAN. Afloat?

Admiral McGOWAN. No, sir.

The CHAIRMAN. How many do you estimate will be afloat?

Admiral PEOPLES. That figure of 125,000 men was used because the estimated quantities as to fuel was based on a fleet originally of 143,000, so we had to deduct the proportion of one hundred and twenty-five one hundred and forty-thirds of the original number of ships estimated that would be burning coal and oil.

The CHAIRMAN. How many big ships burning coal and oil for the next year?

Admiral PEOPLES. Dreadnoughts, 8 coal-burning, 8 oil-burning; predreadnoughts, 13 coal-burning; predreadnoughts in reserve, 2; predreadnoughts in reduced commission, 6.

The CHAIRMAN. Those in reserve are not steaming?

Admiral PEOPLES. No, sir; but they consume a certain amount of fuel; cruisers in commission, 8 coal-burning, 18 oil-burning; gunboats in commission, 9 coal-burning; destroyers in commission, oil-burning, 144; destroyers in reserve, oil-burning, 154; destroyer tenders in commission, 5 coal-burning, 3 oil-burning; Eagle boats in commission, 30 oil-burning; Eagle boats in reserve, 30 oil-burning; submarines in commission, 112 oil-burning; submarines in reserve, 8 oil-burning; there are quite a number of other classes, all of which will be put in the record.

The CHAIRMAN. How many enlisted men are required to fill these ships?

Admiral McGOWAN. We do not get it in that shape; it would be purely a guess on our part.

The CHAIRMAN. I wish you would indicate that in the record. That is really the principal expense of supplying these ships, is it not?

Admiral PEOPLES. In making up the estimate we have had to take the proportion of this number of vessels and reduce it.

The CHAIRMAN. Do I understand you to say \$2,000,000 for maintenance?

Admiral PEOPLES. \$2,000,000 for the maintenance of coaling plants. This is an estimate for the consumption of fuel, is based on

about 20 days at sea and 10 days in port per month for vessels in full commission and about one-quarter of that service for the vessels in reserve.

The CHAIRMAN. Coal and other fuel necessities for steamers and ships used, including the expense of transportation, storage of coal, handling of coal, maintenance and operation of machinery of Navy fuel plants. That is all included?

Admiral PEOPLES. Yes, sir.

The CHAIRMAN. Do you supply coal to the navy yards out of this?

Admiral McGOWAN. No, sir; this is fuel for the fleet.

Mr. KRAUS. I would like to call the admiral's attention to the last provision on page 82; is that not useless now?

Admiral McGOWAN. That million dollars was authorized by Congress for the development of coal fields at Matanuska. There was a provision put in a subsequent bill but it has not been practicable to use it, and the actual utilization of this million dollars did not become practicable on account of the war interrupting; and meanwhile the Appropriation Committee took away the money we had, including this million. Continuing that million at the present time is continuing something that does not exist, and we are asking this committee to give us a million to go ahead with the Matanuska work.

Mr. KRAUS. Then this provision is no good because you have no money?

Admiral PEOPLES. It has tied the hands of the department, because in the long run we are going to need that coal and it is going to be an economy to get coal out of Alaska. There was a little over forty million spent last year for fuel.

The CHAIRMAN. Forty million for fuel; that was for the whole service, ashore and afloat?

Admiral PEOPLES. Afloat, sir.

The CHAIRMAN. Forty million just for the ships afloat?

Admiral McGOWAN. July, August, September, and October were fighting months, sir.

Mr. KRAUS. Admiral, do you know how much you spent for the first six months of this fiscal year?

Admiral PEOPLES. About \$12,500,000, sir.

Mr. KRAUS. For all purposes?

Admiral PEOPLES. I do not know that; we just have it for ships.

*Fuel and transportation.*

**Basis of 143,046 men:**

Coal, 1,303,050 tons, at \$6.25 per ton.....	\$8, 144, 062
Fuel oil, 6,715,800 barrels, at \$1.75 per barrel.....	11, 752, 650
Gasoline, 4,500,000 gallons, at \$0.25 per gallon.....	1, 125, 000
Maintenance of fueling plants.....	2, 531, 698
Water transportation.....	4, 023, 200
Water, ice, tug hire, and other items.....	269, 450

Total..... 27, 888, 848

**Basis of 125,000 men:**

Coal, 1,226,400 tons, at \$6.25 per ton.....	7, 665, 000
Fuel oil, 6,342,700 barrels, at \$1.75 per barrel.....	11, 099, 725
Gasoline, 4,250,000 gallons, at \$0.25 per gallon.....	1, 062, 500
Maintenance of fueling plants.....	2, 481, 052
Water transportation.....	4, 023, 200
Water, ice, tug hire, and incidentals.....	253, 600

Total..... 26, 585, 077

fuel consumption has been estimated on activities embracing approximately at sea and 10 days in port per month for vessels in full commission and about 15 days in port per month for vessels in reserve, due allowance being made for different types of vessels and their varying fuel requirements.

Should the appropriation "Fuel and transportation" be reduced to the \$10,000,000 provided in the bill, the activities of vessels in commission must be restricted to the production of about 23 days in port to about 7 days at sea.

#### COAL.

Due to the impracticability of arranging contracts through competitive bidding, it was necessary to place commandeering orders for the Navy's coal supply for the fiscal year 1920. The major portion of the coal used by the Navy is obtained from mines in Pennsylvania, Maryland, and West Virginia, and the prices allowed on the commandeering orders in question were \$3.364 per gross ton, f. o. b. mines, for Pennsylvania and Maryland coal, and \$3.08 per gross ton f. o. b. mines, for West Virginia coal.

The unit of \$6.25 per ton comprises the following factors:

	Per ton.
Cost f. o. b. mine.....	\$4.00
Cost of rail transportation.....	2.00
Storage and miscellaneous.....	.25
<b>Total.....</b>	<b>6.25</b>

In the month of August an advance in miners' wages was granted in the West Virginia fields, thereby increasing the cost of production about \$0.32 per gross ton and it was necessary for the Navy to increase the price being allowed on West Virginia coal from \$3.08 to about \$3.40 per gross ton on all deliveries made subsequent to August 1, 1919.

It is understood that coal from the fields above mentioned is at present being sold at prices ranging from \$3.75 to \$4.25 per gross ton f. o. b. mines. Under the circumstances and with the return to open-market purchases, it is not believed that a price lower than \$4 per gross ton f. o. b. mines would be justified.

The current rail transportation rate from mines in West Virginia to tidewater is \$2.00 per ton, whereas the rates for dumping from piers and trimming of coal on board ship range from \$0.15 to \$0.30 per gross ton, dependent upon the type of vessel to which delivery is made. This accounts for the total estimated price of \$6.25 per ton.

#### FUEL OIL.

The unit of \$1.75 per barrel on fuel oil is based on a cost of \$1 per barrel at Gulf ports and \$0.75 per barrel to cover miscellaneous forms of delivery to various yards and stations. This same unit should hold good as the average cost of the oil to be used at fleet ports, including deliveries made to points such as Pearl Harbor and other stations.

in production, unusually heavy demands, or interruption in transportation. These storages also enable the Navy to guarantee suppliers the receipt of coal at a uniform rate, tending for better prices and conditions which should add to the attractiveness of Navy business.

The oil storage plant at Yorktown is of great importance in that it is the principal source of supply of that item in northern waters, and the plants at Guantanamo, Melville, Pearl Harbor, and Cavite must also be largely depended upon for the demands of the vessels which from time to time will have to base in those sections.

#### VESSEL HIRE.

Under this caption provision is made for the transportation of coal from Hampton Roads to the various navy yards, stations, and storage plant, of tonnage required in excess of that which naval vessels will be capable of delivering, it being estimated that it will be necessary to charter commercial tonnage for the transportation of about 200,000 tons to east coast stations at an average freight rate of \$4 per ton, and about 360,000 tons to west coast stations and Pearl Harbor at an average freight rate of \$8 per ton.

This item also includes a figure of \$600,000, representing charter hire for tankers which it will be necessary to charter from time to time to meet special emergencies when naval tankers are not available, due to repairs or assignment to other duties from which they can not be diverted.

*Tug hire.*—Provision is made by this item for shifting of fuel barges between anchorages, loading piers, and vessels when and where naval tugs are not available.

*Water.*—This water is required for vessels without evaporators or on ships where evaporating plants are inadequate to provide sufficient water for drinking, cooking, boiler-feed, and general use. The price, as estimated, is an average of the cost prevailing in United States ports and at distant stations.

*Ice.*—Ice is required for cooling drinking water on vessels without ice machines or where ice-making facilities are insufficient. Such vessels include all the smaller type on which the demand is particularly heavy during operations in southern waters. The estimated unit price has been arrived at by averaging the approximate cost at various home and distant ports.

*Miscellaneous.*—This item covers demurrage on vessels chartered for transportation of coal and fuel oil which are prevented for reasons beyond control, from discharging cargoes at rates specified. It also covers inspection charges as well as emergency and unforeseen expenses incident to the handling and storage of fuel.

During the fiscal year 1917, there was expended under the appropriation "Fuel and transportation" \$7,225,301.11, whereas during 1918 expenditures amounted to more than \$17,000,000, and in 1919 to about \$46,000,000. It is a matter of record that, aside from the increased activities, the cost of all materials have greatly advanced, as, for example, in coal alone the unit prices f. o. b. mines, West Virginia, were in 1917 \$1.33 per ton; 1918, \$2.50 per ton; 1919, \$2.91 per ton; and 1920, beginning with \$3.08 to \$3.40 per ton, the present price. With the recruiting of the required personnel it may be expected that the major ships will be more actively engaged in the fiscal year 1921 than was the case even during the war, and when it is considered that much new construction has or will be added the estimated advance over 1917 and 1919 appears reasonably correct.

The CHAIRMAN. Please turn to this: "The United States Shipping Board shall not require any hire for transporting or hauling with vessels to be furnished from July 1, 1918, to June 30, 1921."

Mr. REED. By having that provision in there it relieves us of paying under this appropriation for Government-owned vessels we charter from the Shipping Board and means a saving of \$3,000,000 to this appropriation.

The CHAIRMAN. These are vessels we have drawn from the Shipping Board?

Mr. REED. Owned by the Government; these are Government-owned vessels and relieve us of the necessity of paying hire out of this appropriation.

Mr. BROWNING. Mr. Reed, I want you to tell me again in regard to last year; about what deficit did you say?

Mr. REED. Between ten and fifteen million dollars in 1920.

CHAIRMAN. It says here, "The amount of this appropriation which thereof as the Secretary in his discretion may deem proper for mining coal in Alaska." How much did we use last

Admiral McGOWAN. Nothing at all, sir; we have been unable to spend that money for the reason that it did not exist; the authority was given, but there was no money.

CHAIRMAN. Authority was given last year authorizing the Secretary to take a million dollars, or as much thereof as was necessary for the purpose stated in that paragraph. Why do you have no money in 1920 there?

WITNESS. That provision was evidently redrafted by the Secretary on the assumption that there might be an unexpended balance in the reserve fund.

CHAIRMAN. And you retained the million from last year?

Admiral McGOWAN. The million from last year can not be spent, instead of being one million balance there was more than a deficit, and the same would apply this year. We shall not have an unexpended balance, so we can not spend this million dollars which the bill purports to authorize. If it is desired to give us money for that purpose, this should be changed.

CHAIRMAN. I believe that takes us through the paragraph in which you are interested, Admiral McGowan, and which is referred through your bureau.

SENATOR KELLEY. I would like to know the number of officers and men in the class of the reserve, the number of officers and men who have been confirmed in each class, separated into line and staff assignments, and how many men necessary to be provided for each of these assignments.

Admiral McGOWAN. That will be obtained, sir, and placed in the

## RETAINER PAY, NAVAL RESERVE FORCE, OFFICERS, BY CLASSES AND CORPS.

	Total number.	Annual retainer pay if all are confirmed.	Confirmed officers Feb. 28, 1920.		Eligible for confirmation.		Not to be confirmed.		Total eligibles and confirmed.	
			Number.	Annual retainer pay.	Number.	Annual retainer pay if all confirmed.	Number.	Annual retainer pay.	Number.	Annual retainer pay if all confirmed.
Class 1:										
Line.....	373	\$124,337.12	261	\$80,287.18	100	\$40,649.98	12	\$144.00		
Supply Corps.....	145	48,287.39	64	17,254.06	81	31,033.32				
Medical Corps.....	165	59,941.66	25	10,008.33	140	49,933.33				
Civil Engineer Corps.....	10	8,900.00	2	900.00	8	3,000.00				
Construction Corps.....	4	1,333.33			4	1,333.33				
Total.....	697	237,799.50	352	108,449.57	333	125,949.96	12	144.00	685	\$234,399.53
Class 2:										
Line.....	1,986	533,619.45	1,501	423,799.63	367	107,000.99	118	1,416.00		
Supply Corps.....	656	182,802.15	455	126,902.92	114	31,149.72	87	1,044.00		
Medical Corps.....	1,021	344,638.33	817	273,696.66	117	41,191.66	87	1,044.00		
Civil Engineer Corps.....	92	32,866.66	51	17,066.66	39	15,133.33	2	24.00		
Construction Corps.....	8	2,866.66			7	2,533.33	1	12.00		
Chaplain Corps.....	32	11,133.33	4	1,333.33	28	9,800.00				
National Naval Volunteers.....	800	296,553.79	800	296,553.79						
Total.....	4,595	1,434,500.37	3,628	1,139,322.79	672	296,899.03	295	3,540.00	4,300	1,346,221.82
Class 3: Line.....	12,394	1,947,387.90	2,836	479,006.14	4,792	773,357.06	4,706	57,192.00	7,628	1,252,390.80
Class 4:										
Line.....	6,390	1,838,374.94					6,390	70,080.00		
Medical Corps.....	816	293,070.83					816	9,792.00		
Supply Corps.....	2,225	614,494.48					2,225	20,700.00		
Construction Corps.....	181	48,854.02					181	2,172.00		
Civil Engineer Corps.....	90	35,069.94						1,000.00		
Chaplain Corps.....	21	7,896.97					21	252.00		
Total.....	9,723	2,837,794.18					9,723	116,076.00		
Class 5: Line.....	3,683	1,109,738.71	1,989	608,242.09	349	114,987.37	1,345	16,140.00	2,338	723,229.46
Class 6:										
Line.....	43	(1)	43	(1)						
Medical Corps.....	3	(1)	3	(1)						
Supply Corps.....	14	(1)	14	(1)						

209	1,179,324.00	3,499	1,179,324.00						
215	3,196,903.00	47,713	3,196,903.00						
248	1,383,416.00	2,092	1,174,334.00						
283	12,010,621.00	15,352	1,028,584.00	8,000	330,000.00	10,046	120,352.00		
294	709,798.00	1,036	70,752.00	40,000	2,650,000.00	123,011	1,456,932.00		
				2,500	167,500.00	7,033	84,456.00		
219	18,480,294.00	70,224	5,650,099.00	50,500	3,383,500.00	140,995	1,691,940.00	120,724	9,033,599.00
277	26,047,484.66	79,095	7,985,116.59	56,646	4,604,603.42	137,136	1,885,632.00	135,741	12,589,810.01

## RETAINER PAY, NAVAL RESERVE FORCE.

273	\$124,337.12	261	\$80,257.18	100	\$40,649.98	12	\$141.00		
286	553,619.46	1,501	423,799.63	367	107,000.99	118	1,416.00		
294	1,947,387.90	2,836	479,003.14	4,792	773,337.06	4,796	37,192.00		
290	1,838,374.94					6,390	70,680.00		
283	1,109,738.71	1,989	608,242.09	349	114,987.37	1,345	16,140.00		
43		43							
269	5,583,458.12	6,630	1,591,332.04	5,608	1,036,085.40	12,631	151,572.00	12,238	\$2,627,417.44
245	48,287.39	64	17,254.06	81	31,033.32				
265	182,802.15	455	126,902.72	114	31,149.72	87	1,044.00		
225	614,494.48					2,225	26,700.00		
14		14							
240	845,584.02	533	144,156.78	195	62,183.04	2,312	27,744.00	728	206,339.82
265	59,941.66	25	10,008.33	140	49,933.33				
221	344,638.33	817	273,666.96	117	41,191.66	87	1,044.00		
116	283,076.83					816	9,792.00		
3		6							
205	667,670.82	845	283,674.90	257	91,124.90	903	10,836.00	1,102	374,766.98

1 Officers in class 6 receive no retainer pay.

## RETAINER PAY, NAVAL RESERVE FORCE—Continued.

	Total number.	Annual retainer pay if all are confirmed.	Confirmed officers Feb. 28, 1920.		Eligible for confirmation.		Not to be confirmed.		Total eligibles and confirmed.	
			Number.	Annual retainer pay.	Number.	Annual retainer pay if all confirmed.	Number.	Annual retainer pay.	Number.	Annual retainer pay if all confirmed.
Civil Engineer Corps:										
Class 1.....	10	\$3,900.00	2	\$900.00		\$3,000.00				
Class 2.....	92	32,866.66	51	17,066.66	8	15,133.33	2	\$24.00		
Class 4.....	90	35,099.94			39		90	1,080.00		
Total.....	192	71,866.60	53	17,966.66	47	15,133.33	92	1,104.00	100	\$36,099.99
Construction Corps:										
Class 1.....	4	1,333.33			4	1,333.33				
Class 2.....	8	2,866.66			7	2,533.33	1	12.00		
Class 4.....	181	48,854.02					181	2,112.00		
Class 6.....	5		5							
Total.....	198	53,054.01	5		11	3,866.66	182	2,124.00	16	3,866.66
Chaplain Corps:										
Class 2.....	32	11,133.33	4	1,333.33	28	9,800.00				
Class 4.....	21	7,866.97					21	252.00		
Class 6.....	1		1							
Total.....	54	19,000.30	5	1,333.33	28	9,800.00	21	252.00	33	11,133.33
National Naval Volunteers:										
Class 2.....	800	296,553.79	800	296,553.79					800	296,553.79
Total officers.....	31,158	7,567,220.66	8,871	2,335,017.59	6,146	1,221,193.42	16,141	193,092.00	15,017	3,556,211.01

(The committee thereupon adjourned.)

**NAVAL APPROPRIATION BILL.**

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(General Policies and Recommendations.)

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Saturday, March 6, 1920.**

**Statements of HON. JOSEPHUS DANIELS, Secretary of the Navy.**

(The committee met this day at 10.30 o'clock a. m., Hon. Thomas S. Butler, chairman, presiding.)

The CHAIRMAN. Mr. Secretary, this is the annual occasion for you to speak to us, and we would be delighted to have you give us your views on any point in this bill, and we will sit with patience and pleasure and listen to you. Further than that, I suggest that the gentlemen of the committee do not interrupt the Secretary in any statement he may have to make with any inquiries until he has completed his statement.

To which part of the bill will you direct your attention first, Mr. Secretary?

Secretary DANIELS. Mr. Chairman, I will make a preliminary statement, which will not be very long, but it touches upon a very vital policy.

The Naval Committee of the House of Representatives in 1916 enacted a measure which, when the world becomes normal, will be regarded as having, with practical wisdom and vision, set forth the American policy as to naval expansion and world peace. On the day he reviewed the Pacific Fleet at Seattle, September 13, 1919, the President of the United States said that when he stood for a plan for general disarmament he was obeying the mandate of the Congress of the United States, and added: "In a very unexpected place, namely, in a naval appropriation bill passed in 1916, it was declared to be the policy of the United States to bring about a general disarmament by common agreement, and the President of the United States was requested to call a conference not later than the close of the then present war for the purpose of consulting and agreeing upon a plan for a permanent court of international justice; and he was authorized, in case such an agreement could be reached, to stop the building program provided for by that naval appropriation bill."

Inasmuch as, after providing for the construction of the largest number of fighting ships ever before authorized in one measure by any country in the world, that bill looked toward an end of competitive naval building, it may be well to recall the mandate to which the President referred. The bill authorized the construction of 10 dreadnaughts, 6 battle cruisers, 10 scout cruisers, 50 destroyers, 9 fleet submarines, 58 coast submarines, 3 fuel ships, 1 repair ship, 1 transport, 1 hospital ship, 2 destroyer tenders, 1 fleet submarine tender, 2

ammunition ships, 2 gunboats, and after authorizing these additions to our Navy, unprecedented in number and cost, the bill contained the following epoch-making provision:

It is hereby declared to be the policy of the United States to adjust and settle its international disputes through mediation or arbitration, to the end that war may be honorably avoided. It looks with apprehension and disfavor upon a general increase of armament throughout the world, but it realizes that no single nation can disarm, and that without a common agreement upon the subject every considerable power must maintain a relative standing in military strength.

In view of the premises, the President is authorized and requested to invite, at an appropriate time, not later than the close of the war in Europe, all the great Governments of the world to send representatives to a conference which shall be charged with the duty of formulating a plan for a court of arbitration or other tribunal, to which disputed questions between nations shall be referred for adjudication and peaceful settlement and to consider the question of disarmament and submit their recommendation to their respective Governments for approval. The President is hereby authorized to appoint nine citizens of the United States, who, in his judgment, shall be qualified for the mission by eminence in the law and by devotion to the cause of peace, to be representatives of the United States in such a conference. The President shall fix the compensation of said representatives, and such secretaries and other employees as may be needed. Two hundred thousand dollars, or so much thereof as may be necessary, is hereby appropriated and set aside and placed at the disposal of the President to carry into effect the provisions of this paragraph.

If at any time before the construction authorized by this act shall have been contracted for there shall have been established, with the cooperation of the United States of America, an international tribunal or tribunals competent to secure peaceful determinations of all international disputes, and which shall render unnecessary the maintenance of competitive armaments, then and in that case such naval expenditures as may be inconsistent with the engagements made in the establishment of such tribunal or tribunals may be suspended when so ordered by the President of the United States.

The three-year program of construction followed a recommendation by the President, approving the plan outlined by the Secretary of the Navy in his annual report of 1915. In his message to Congress delivered December 7, 1915, President Wilson said:

The program which will be laid before you by the Secretary of the Navy is similarly conceived. It involves only a shortening of the time within which plans long matured shall be carried out, but it does make definite and explicit a program which has heretofore been only implicit, held in the minds of the Committees on Naval Affairs and disclosed in the debates of the two Houses but nowhere formulated or formally adopted. It seems to me very clear that it will be to the advantage of the country for the Congress to adopt a comprehensive plan for putting the Navy upon a final footing of strength and efficiency and to press that plan to completion within the next five years. We have always looked to the Navy of the country as our first and chief line of defense; we have always seen it to be our manifest course of prudence to be strong on the seas. Year by year we have been creating a Navy which now ranks very high indeed among the navies of the maritime nations. We should now definitely determine how we shall complete what we have begun and how soon.

The program to be laid before you contemplates the construction within five years of 10 battleships, 6 battle cruisers, 10 scout cruisers, 50 destroyers, 15 fleet submarines, 85 coast submarines, 4 gunboats, 1 hospital ship, 2 ammunition ships, 2 fuel-oil ships, and 1 repair ship. It is proposed that of this number we shall the first year provide for the construction of 2 battleships, 2 battle cruisers, 3 scout cruisers, 15 destroyers, 5 fleet submarines, 25 coast submarines, 2 gunboats, and 1 hospital ship; the second year, 2 battleships, 1 scout cruiser, 10 destroyers, 4 fleet submarines, 15 coast submarines, 1 gunboat, and 1 fuel oil ship; the third year, 2 battleships, 1 battle cruiser, 2 scout cruisers, 5 destroyers, 2 fleet submarines, and 15 coast submarines; the fourth year, 2 battleships, 2 battle cruisers, 2 scout cruisers, 10 destroyers, 2 fleet sub-

2 battleships, 1 battle cruiser, 2 scout cruisers, 10 destroyers, 2 fleet  
 , 15 coast submarines, 1 gunboat, 1 ammunition ship, and 1 repair

etary of the Navy is asking also for the immediate addition to the  
 of the Navy of 7,500 sailors, 2,500 apprentice seamen, and 1,500  
 This increase would be sufficient to care for the ships which are  
 leted within the fiscal year 1917 and also for the number of men  
 be put in training to man the ships which will be completed early  
 t is also necessary that the number of midshipmen at the Naval  
 t Annapolis should be increased by at least 300 in order that the  
 ficers should be more rapidly added to; and authority is asked to  
 r engineering duties only, approved graduates of engineering col-  
 for service in the Aviation Corps a certain number of men taken  
 life.

all program should be carried out we should have built or building  
 cording to the estimates of survival and standards of classification  
 the general board of the department, an effective Navy consisting  
 ships of the first line, 6 battle cruisers, 25 battleships of the second  
 mored cruisers, 13 scout cruisers, 5 first-class cruisers, 8 second-  
 ers, 10 third-class cruisers, 108 destroyers, 18 fleet submarines, 157  
 arines, 6 monitors, 20 gunboats, 4 supply ships, 15 fuel ships, 4  
 3 tenders to torpedo vessels, 8 vessels of special types, and 2  
 a ships. This would be a Navy fitted to our needs and worthy of  
 ons.

ember, 1918, in order to insure a Navy adequate for the  
 tates, I recommended another three-year program, and in  
 ge to Congress December 2, the President said:

t for granted that the Congress will carry out the naval program  
 undertaken before we entered the war. The Secretary of the Navy  
 ted to your committees for authorization that part of the program  
 rs the building plans of the next three years. These plans have  
 red along the lines and in accordance with the policy which the  
 stablished, not under the exceptional conditions of the war, but with  
 on of adhering to a definite method of development for the Navy. I  
 recommend the uninterrupted pursuit of that policy. It would  
 unwise for us to attempt to adjust our program to future world  
 et undetermined.

hearings before the Naval Affairs Committee on December  
 advocating the future naval policy for the United States,

duty to consider the obligations imposed upon America if the peace



valueless and impotent as a city police incapable of traversing the city's streets.

This being true, it becomes obvious that if the United States is to participate in such a movement, it must participate upon a scale commensurate with its wealth, intelligence, great population, and scientific attainments. Any lesser participation would be a shirking of its duty. A contribution less in cost, strength, or any detail of perfection than that of any other member of the league would be undignified and unworthy of a nation which by Providence has been as generously endowed as the United States.

I am quite certain that it would be improper for America even to consider the proposition of contributing to the world police a number of units smaller than that contributed by the greatest other power. It seems to me that this is obviously the American duty, and that the other nations of the world would be justified in regarding us as shirkers if we failed to accept the burden of it cheerfully and turn to the performance of it with an unexampled earnestness and high efficiency. It would be contrary to all our traditions and all our ideals to assume that in the planning of a new and mighty Navy America could be animated either by fear or the intention of aggression.

What if, unhappily, the peace conference should fail to come to an agreement upon such a plan? Suppose the powers do not now agree to curtail armament. Then it is entirely obvious to all that the United States, if she is to realize her destiny as a leader of the democratic impulse, if she is to play her proper part (as she, hand in hand with her incomparable allies, has played it in this war) in the protection of small nations, the preservation of the freedom of the seas for them and for the world at large, must have a Navy that will be as powerful as that of any nation in the world.

It is my firm conviction that if the conference at Versailles does not result in a general agreement to put an end to competitive naval building on the part of all the nations, then the United States must bend her will and bend her energies, must give her men and give her money to the task of the creation of incomparably the greatest Navy in the world. She has no designs upon the territory or the trade of any other nation or group of nations. But she is pledged to the support of the Monroe doctrine; she is pledged to the protection of the weak wherever they may suffer threats; she is incomparably rich, incomparably strong in natural resources; if need be she must be incomparably strong in defense against aggressors and in offense against evil-doers.

America is committed to the promise of entering into a general and genuine plan for the reduction of armaments. If the outcome of the peace conference shall be that all nations will concur in this idea, then the United States will gladly join them in the worthy plan. For three years we have been committed to such a program in such circumstances. But if such an agreement can not be shortly arranged, then we, here in America, must accept the burden which the failure automatically will thrust upon us and meet it by adding such units to our Navy as will secure our own safety and aid powerfully in protecting the peace of the world.

At a later hearing before your committee on May 27, 1919, after exchanging views with leading members of the committee, in answer to an inquiry as to the new 3-year program, I stated that I would not ask its incorporation in the 1920 bill, and said:

I am not asking for its retention because of my faith in the League of Nations, by which we shall come to what this committee foreshadowed in its action three years ago—the first peace league legislation in history. This Naval Affairs Committee blazed the road upon which we are now traveling.

Your chairman said:

I am in harmony with you on that. It is only my personal view, however.

I pointed out that due to the imperative necessity of building destroyers and other small craft to meet war needs we had not been able to make the progress in the construction of capital ships which would otherwise have been made; and stated:

Therefore I now find "that with the extraordinary expenses during the coming fiscal year we could not begin the construction of any capital ships except

those authorized in the three year building program authorized in 1916." There was some suggestion that work on those already authorized be deferred, but I took the ground that under any circumstances all those ships would be needed to give our Navy sufficient modern powerful and fast ships to enable us to have an adequate mobile police force of the sea, and I stated what was the position of the Navy Department then and now:

"We have only two courses to pursue: We must have a League of Nations by which every nation will help preserve the peace of the world without competitive navy building, or we must have incomparably the biggest Navy in the world. There is no middle ground."

Your committee made no provision for a new building program in the last Navy bill, and the paramount question as to future naval expansion revolves around what new construction will be authorized in this year's bill. In my annual report I stated that specific recommendation would be reserved until such time as I should appear before your committee.

I had hoped, gentlemen, to appear before you to-day with a final recommendation as to a building program for the Navy, but as the peace treaty has not yet been acted upon by the Senate there are uncertainties in the situation. If the covenant had been ratified, our duty would have been made plain. With the league in operation, composed at first of all the nations allied or associated in the World War and with provision for the admittance of all other nations opposed to conquest and militarism, it would not be necessary to impose on the taxpayers of America, in view of present burdens, the money necessary for building more capital ships by appropriations in this bill. I have had presented to me, and Admiral Badger in his hearings has presented to you, the building program for the next fiscal year proposed by the general board, which is as follows:

Battleships.....	2
Battle cruisers.....	1
Scout cruisers.....	10
Flotilla leaders.....	5
Submarine (fleet).....	6
Airplane carriers.....	2
Aircraft tenders.....	2
Destroyer tender.....	1
Submarine tender.....	1

You have had before you the members of the general board, who have given you their views as to the necessity of continuing our building program and making our Navy, step by step, of the proper size, and their views are entitled to the most serious consideration. I am entirely in harmony with the statements made before this committee by Admiral Badger as to the military need of the general board's program if the United States elects to remain out of the League of Nations; but, under conditions as they exist to-day, I am not recommending additional dreadnoughts, battle cruisers, and scout cruisers in the pending bill, though these ships are the backbone of naval efficiency.

Had the peace treaty been settled upon, with the possibility of armaments being curtailed and regulated as originally suggested by your committee in 1916, I would have submitted a program to-day which would have looked only to rounding out the Navy along the lines found necessary by our experience in the late World War.

Two battleships authorized prior to 1916 are now nearly completed and we are building, under the three-year program of 1916, 10 battleships more powerful than any foreign battleships afloat, and 6 battle cruisers superior to any foreign vessels of their class. There are also 10 scout cruisers under construction. Our new construction, however, as well as our existing forces, are deficient in several types of vessels which, during the World War, were found essential to effective fleet operations. These types are, in order of importance, the airplane carrier, light scout and light cruisers, the mine-laying light cruiser, the flotilla leader, the fleet submarine and destroyer, and submarine tenders. To properly round out our fleet these types are necessary. The deficiencies along these lines in our authorized forces came about as follows:

Previous to 1916 the United States naval building policy was governed by the acknowledged supremacy of the battleship. We believed that it was essential to give the Navy adequate battleship strength first. In 1916 we undertook for the first time a program which was fairly balanced.

While the three-year building program of 1916 still gave the first place to battleships, other types of vessels were not ignored. The inclusion in that program of 6 battle cruisers and 10 scout cruisers was due to the growing importance placed upon information in the conduct of naval warfare and a recognition of the fact that the speed of modern fleets was becoming such that merchant ships could no longer be counted upon to perform the essential scouting operations. Destroyers and submarines were included in our building program, and, likewise, auxiliaries required to supply the fleet.

With the World War came the wonderful development of the submarine and of aircraft, but before we were able to apply the experience of this development to our naval forces we, too, were plunged into the war. The nature of the naval operations of the war was such that the principal offensive action which could be taken by the United States Navy was that against enemy submarines. In order to render the greatest possible and immediate service in the war our major ship program was largely suspended and virtually the entire building energy available for naval vessels was expended in the construction of destroyers, submarines, submarine chasers, and other antisubmarine craft. We have constructed since 1916, 176 destroyers, 63 submarines, and hundreds of other ships of small type, including 441 submarine chasers.

The activities of the United States Naval Air Service were restricted to those in which our aircraft could be most effectively used against the enemy, namely, operations against enemy submarines and bombing raids by air craft operating from shore bases.

At present the United States has only one airplane carrier to be converted, three light cruisers which are old, no flotilla leaders, nine fleet submarines authorized.

Great Britain, which had a better balanced fleet before the war and continued building during the war on a more nearly balanced scale, while we specialized on destroyers and other antisubmarine craft, has the following:

Airplane carriers.....	6
Light cruisers.....	76
Flotilla leaders.....	30
Fleet submarines.....	21

Thus, as a result of the changes in naval warfare due to the development of the submarine and aviation, and to the sacrifice the United States Navy made to win the war, our fleet is weak in the types which the World War proved were essential to fleet efficiency.

The question for you to decide is whether the United States in future building shall undertake simply to round out its Navy by building units of types in which we are now short or shall embark on further expansion in addition. In the unsettled condition of the world to-day our Navy must be prepared for any emergency. It was my purpose, due to economic conditions and on the supposition that the peace treaty would, by this time, have been ratified, to recommend the following building moderate program for year 1920-21, to round out our fleet, viz:

Light cruisers.....	10
Mine-laying light cruisers.....	6
Flotilla leaders.....	10
Fleet submarines.....	6
Airplane carriers.....	4
Destroyer tender.....	1
Submarine tender.....	1

And I intended to await future events before recommending further increase in our major ship construction. However, in case the peace treaty is not ratified at the present session of Congress, I am constrained to recommend the authorization of the following building program, viz:

Battleships.....	2
Battle cruiser.....	1
Scout cruisers.....	6
Light cruisers.....	20
Mine-laying light cruisers.....	8
Flotilla leaders.....	20
Fleet submarines.....	6
Airplane carriers.....	4
Destroyer tender.....	1
Submarine tender.....	1

If it shall turn out that the United States definitely decides not to become a party to the proposed League of Nations I shall feel it my imperative duty to renew my recommendation of last year for the authorization by this Congress of another three-year program, with such changes as to types as the lessons which the World War has taught us in the construction of fighting ships.

Mr. HICKS. Have you any estimate, Mr. Secretary, as to what that will cost?

Secretary DANIELS. I will get that for you.

[NOTE.—The cost will be \$590,000,000, including "Armor and armament."]

Mr. BRITTEN. I was just comparing your recommendation with that of the Navy General Board. Will you give me the number of battleships again?

Secretary DANIELS. Two.

Mr. BRITTEN. And battle cruisers?

Secretary DANIELS. One.

Mr. BRITTEN. And scout cruisers?

Secretary DANIELS. Six.

Mr. PADGETT. Admiral Badger was before us the other day, and he recommended the two battle ships, 1 battle cruiser and 10 scout cruisers.

Secretary DANIELS. I follow that, except that I have made it 6 scout cruisers instead of 10.

The CHAIRMAN. As I understand, this is a recommendation made by the General Board.

Secretary DANIELS. With the addition of the light cruisers, and a reduction of four scout cruisers, I follow their recommendation for capital ships.

Mr. BRITTEN. Instead of 5 flotilla leaders as recommended by the General Board, you recommend 20, I believe, Mr. Secretary.

Secretary DANIELS. Yes.

Mr. PADGETT. The General Board recommended 10 scout cruisers, and the Secretary has recommended 6.

Secretary DANIELS. I am adding light cruisers, which they did not recommend.

Mr. BRITTEN. Have you made another three-year program in addition to these thirty-odd ships just recommended by you?

Secretary DANIELS. No.

Mr. BRITTEN. How will this recommendation just suggested affect the three-year program?

Secretary DANIELS. I propose alternative programs. If we shall have a league of nations, or are satisfied we are going to have it, then I recommend only the rounding out of the fleet. If the Congress does not ratify it I recommend as to capital ships what the General Board has recommended for one year; but if we definitely determine to remain out of the league, I recommend that we make the three-year program which I recommended a year ago, with such changes as to types of ships as we have learned from the war.

Mr. BRITTEN. But not in addition to this recommendation for this year, in the event that Congress does not ratify the League of Nations?

Secretary DANIELS. There are three separate alternative suggestions.

Mr. VENABLE. In the event you recommend a three-year program what you have recommended for rounding out the fleet will be included in that?

Secretary DANIELS. Yes.

Mr. VENABLE. At all events you think we ought to round out the fleet?

Secretary DANIELS. In any event, we ought to round out the fleet.

Mr. BRITTEN. Mr. Secretary, in the letters recently published between the Allies and the President of the United States, the President indicated that unless the Allies saw fit to accept his Adriatic policy he might be inclined to withdraw from the peace treaty negotiations entirely. Just what effect has the President's attitude had on your recommendations?

Secretary DANIELS. My recommendation is entirely apart from that. That does not affect my recommendation. I recommend alternate programs on the basis of the ratification of the league, and also on its rejection.

Mr. KELLEY. Your recommendation is based on our not going into the league, either because of failure to ratify on the part of the Senate or failure on the part of the President afterwards to go forward with the treaty, if the Senate should ratify with reservations?

Secretary DANIELS. It is based on two ideas: First, if the league is not ratified for any reason, one course; if we definitely decide to stay out, another course. Apart from these considerations I recommend a program for rounding out the fleet.

Mr. BROWNING. Did you see an article in this morning's Washington Post in regard to the English Navy?

Secretary DANIELS. Yes.

Mr. BROWNING. Saying that they did not expect it to be any larger than the American Navy?

Secretary DANIELS. I saw that.

Mr. BROWNING. Have you any comment to make upon that statement?

Secretary DANIELS. Of course I would not like to make any comment upon it as being official, unless I had an official statement from Great Britain, I would not like to assume—

Mr. BROWNING. I do not presume it is official.

The CHAIRMAN. It purported to quote the ambassador who is coming to this country, and, Mr. Secretary, if that statement should be verified; in other words, if this statement of the ambassador should turn out to be the policy of Great Britain, what have you to say about it?

Secretary DANIELS. I would like to ask whether that is the policy of Great Britain, as represented in Parliament at London, or whether, instead of building these great ships by Great Britain through the Imperial Government, the increase is to be made in line with the policy for which Lord Jellicoe has been going around the world, where he has proposed to Canada, New Zealand, and the English colonies, that they should themselves build a navy, which they have not had heretofore. In that case it might be that the Imperial Government in London would not add ships, but that the colonies would.

Mr. HICKS. As I understand it, Mr. Secretary, you stated that unless the League of Nations is entered into by the United States you will feel constrained to recommend that the United States build the largest Navy in the world?

Secretary DANIELS. Absolutely.

**Mr. HICKS.** What I would like to know, Mr. Secretary, is how you reconcile that to this condition. Previous to the war Great Britain had the largest navy in the world, as she has now.

**Secretary DANIELS.** Yes.

**Mr. HICKS.** There was no League of Nations, then, even in contemplation, and yet we were not at that time building to outstrip Great Britain. Then, why should we at the present time, even without being a member of the League of Nations, embark upon a program to outbuild Great Britain when previously, without a league, we did not contemplate it? Why should we change the policy we have followed for the past four or five years? Why the necessity?

**Secretary DANIELS.** I do not think we ought to start on a program, or be influenced by a program, to outbuild Great Britain, or in competition with any one particular nation; but I think if we are to go back to the old conditions, particularly with the great unrest throughout the world, that our country ought to have a Navy not surpassed by any navy in the world.

**Mr. HICKS.** Then you think there is some national or, at least, international situation now that warrants our going ahead and building the largest Navy in the world without a league, which did not exist five years ago when there was no league even suggested?

**Secretary DANIELS.** The war taught us some lessons, and I have learned something, I hope. I think in this country all of us—and I say all of us because I think it applies truly to Americans—thought that we were not in danger of a war, a World War. Many people thought that the great commercial interests of the world were so powerful that they would prevent a World War; and I think, looking back upon it, that we did not apprehend the dangers that existed, and that if our foresight had been as good as our hindsight, in 1913 and 1914, I would have recommended and urged this committee to build many more ships than we built. I am certain when the war came that I would have given anything on earth and mortgaged my soul's future for as many destroyers as we have now.

**Mr. VENABLE.** One other question, Mr. Secretary. In the event that the United States does go into the League of Nations and the treaty is ratified, do you think we should build the program recommended by you to round out the fleet as a fighting machine?

**Secretary DANIELS.** Yes; because with a League of Nations as it would be now—the passing of a year has occasioned the loss of much of the moral force that a League of Nations should have—it will be years before the countries of the world will accept its decisions, and I think that this country ought to be in a position to furnish quite as strong a force for the world mobile police as any other nation. I do not like the idea of our country, rich as it is and powerful as it is, saying, "We will let some other nation furnish this mobile force." I want us to sit at the table and say, "Well, we will do this equally with anybody."

**Mr. BRITEN.** There is another point, Mr. Secretary, that I am sure you remember, and that is the condition that existed prior to our entrance into the war, when our peaceful commerce with neutral countries was stopped on the high seas by a superior naval power and carted all over the world to prize courts and used as a commercial football, notwithstanding our strenuous objections in the prem-

ises. The Chicago packers who made Great Britain sit up and take notice when our Government did not dare to, because they had the controlling end.

Mr. KELLEY. They had their way about it?

Mr. BRITTEN. Yes; they finally got their way about it, because they insisted on the right way. But we allowed Great Britain to use our commerce on the high seas as a commercial football, and we would not have been in that position if we had had a superior Navy.

The British told President Wilson that the phrase "freedom of the seas" was "open to various interpretations." The British interpretation seems to be this: "In order to do justice to all, the British Navy will take possession of the seas whenever it becomes necessary and will regulate the commerce of all nations."

Mr. VENABLE. The trouble about that controversy is just this, that England, with whom we were very indignant, was able to cite precedents, as established by the decisions of the Supreme Court of the United States, which arose during the Civil War period.

Mr. BRITTEN. That may be very true, but England simply assumed that might was right, and got away with it.

Mr. VENABLE. They decided that a blockade was lawful, and the diverting of a ship to one point for transshipment, and things of that sort, and that was the very great difficulty, as I understood it. I do not know of a case—and I am just stating this in fairness to the actions of the administration in dealing with those matters—I do not know of a case, and have not heard of one where, as a matter of fact, the British Government did not at least have some pretense of international law on their side.

Mr. BRITTEN. How do you account, then for the now famous Lansing so-called "indefensible" letter to Great Britain?

Mr. VENABLE. What was that?

Mr. BRITTEN. That was the letter that Secretary Lansing sent to Great Britain saying that their actions on the high seas were indefensible and would not be countenanced.

Mr. VENABLE. Well, of course, it is hard for me to pass on the actions of another man. I have no disposition to criticize the very learned Secretary of State, but drawing an analysis from personal experience, I have argued before courts and juries that a certain position taken by my client was correct, when admittedly it was a debatable proposition.

Mr. McARTHUR. We have gone off on a collateral matter. Let us let the Secretary finish his statement.

Mr. BRITTEN. That was brought about by the Secretary's suggestion that if his foresight had been as good as his hindsight he would have recommended many more battleships or warships in 1913 and 1914 than he did see fit to recommend to the committee.

Mr. BROWNING. Mr. Secretary, you are recommending a building program for this year of 69 vessels?

Secretary DANIELS. I am also making an alternative recommendation of 38 vessels to round out the Fleet.

Mr. BROWNING. Well, we have here two battleships.

Secretary DANIELS. No; that is on the supposition—

Mr. BROWNING. That is the alternative program?

Secretary DANIELS. That is the alternative program.

BROWNING. How long would it take to complete such a program this, these small ships? I am taking these 69 ships, the five here?

Mr. DANIELS. The 69?

BROWNING. Yes; how long would it take to complete them? Is it four years for the 1916 program, before you would get those

Mr. DANIELS. As soon as one is off the ways you can put another one on.

BROWNING. When do you think this program could be started?

Mr. DANIELS. We could start most of the small ships this

BROWNING. The small ships?

Mr. DANIELS. Yes. We could start on the ships this year, the battleships and battle cruisers.

BROWNING. It is testified before the committee that we could complete the 1916 program in less than four years.

Mr. DANIELS. I say we could start all except the capital ships. We could not start them this year.

BROWNING. Could we start these 20 cruisers and 20 flotilla

Mr. DANIELS. Yes; I would say we could start them.

BROWNING. They are small vessels? They are not like destroyers, are they?

Mr. DANIELS. They are larger than the destroyer, but on the other hand,

Mr. ADGETT. A flotilla leader, Admiral Badger said, was 2,000

Mr. DANIELS. Yes.

BROWNING. Then it is practically a large destroyer?

Mr. DANIELS. These light cruisers would be about 5,000 tons.

Mr. ADGETT. You mean the scout cruisers?

Mr. DANIELS. The light cruisers 5,000 tons, and the scout cruisers 10,000 tons.

Mr. ADGETT. When Admiral Badger and the members of the committee were here the other day they said that the experiences of

Mr. PADGETT. The spokesman for the General Board here the other day made the statement, which seemed to meet the approval of all who were present here, that in any war that we should be engaged in we would have long distances to go. The European countries would have short distances and could use to better advantage the smaller types of vessels, because of the close quarters; but they indicated that ours would be very long distances, and that they ought to be a much greater radius of action, much more sea endurance, and heavier guns, more men, more munitions, and more fuel for these conditions. Secretary DANIELS. Mr. Padgett, we could build the light cruisers immediately, but we have not the facilities to build more scout cruisers now. If we had these 5,000-ton light cruisers, they would serve a purpose which we can not use scout cruisers for.

Mr. PETERS. What is that purpose?

Secretary DANIELS. They would be able to go into waters where it is now necessary to use larger vessels which would be a big saving of expense. You can build them for half the money. In other words, you would have 10 for the same cost as 5.

I have here a statement giving the characteristics of these light cruisers, their general features and purposes.

Mr. KRAUS. Before you go into that, I did not know you had completed your general statement, and I wanted to ask you a question. I understand that it is your opinion that if the present league becomes a fact at this late date, that the element of force will be required to be used for a number of years in order to get the nations of the world to accept its mandates, and cooperate.

Secretary DANIELS. I take the same position that I took last year, that in any event, if it had been accepted last year immediately, I took the ground then that all the nations in it for some years would have to have a mobile police force.

Mr. KRAUSS. Then, as long as the element of force is necessary, why not at once go to your major program so that there will be no question but what we will, following your views, be able to supply an ample police force?

Secretary DANIELS. Well, as Mr. Browning well pointed out, we have not the facilities for building more battle cruisers and dreadnaughts than we have already authorized.

Mr. KRAUS. That is merely a lack of facilities to build. If we had the facilities, then would you recommend the major program in order to furnish our share of the police force?

Secretary DANIELS. As I said, there are uncertainties about the present situation. The immediate thing to do, I think, is to round out the fleet we have.

Mr. KRAUSS. The rounding out of the forces we have, you believe, would care for our full share of the policing, under the proposed league?

Secretary DANIELS. No. I would not say that, but I believe that would be the policy we should pursue this year, if we have the league. I have in mind, also, the very great expense of these larger capital ships, and that we might well defer the consideration of them for a year.

Mr. KRAUSS. In other words, your recommendations are modified because of economic conditions?

**Secretary DANIELS.** You always have to take those into consideration.

Now, I have here a statement, in answer to Mr. Padgett's question, about these light cruisers, giving their characteristics, and the reason why they should be built, and the duties they would be used for. It says: "It is believed that the military characteristics specified below can be obtained on a displacement of about 5,000 tons. On this displacement a maximum speed of from 30 to 32 knots should be obtained: a radius of action at 15 knots as great as 6,000 miles; a battery of 6 or more 6-inch guns, and 2 or more triple torpedo tube mounts. It appears that at least 4 triple tubes can be carried."

**Mr. PADGETT.** Mr. Secretary, in view of the statement you made a moment ago, do I understand the General Board, having given consideration to the matter, is recommending one line of policy and that the Bureau of Operations is recommending another line of policy with reference to the construction of some of these ships?

**Secretary DANIELS.** As to light cruisers and scout cruisers, yes. The General Board feels they ought to be all scout cruisers, and Operations for two years or more have felt there ought to be some light cruisers. We are building some scout cruisers.

**Mr. PADGETT.** That have been authorized?

**Secretary DANIELS.** Yes; and there is a difference of opinion along the line of scout and light cruisers; but my feeling is that when we can build 10 light cruisers for what we can build 5 of the scout cruisers, and they could be used even where scout cruisers would be used, that Operations' recommendation is entitled to very great weight at this time.

**Mr. PADGETT.** In your tentative recommendation there for rounding out the fleet you have included some of both. You have included 20 of the light and 6 of the scouts in addition to 10 already built?

**Secretary DANIELS.** Yes; both.

**Mr. KELLEY.** My understanding of the value of these small, fast ships. Mr. Secretary, was for gathering information rather than for fighting. Now, with the development of aircraft, what is the use of building these small ships when most of the information as to the movement of enemy ships necessarily will come from the aircraft, rather than ships?

**Secretary DANIELS.** Well, I think we must still have aircraft and cruisers, too. I think that is the opinion of all naval experts. They may differ as to the character of the cruisers, but they all believe you must have them.

**Mr. KELLEY.** That is, the air service and air fighting is to be added to the water fighting and not one part of it substituted for the other?

**Secretary DANIELS.** Not at present.

**Mr. KELLEY.** That means we must have all types of ships under the water, and ships on the surface of the water, and then everything that is necessary for the air, instead of a part being used to displace the other?

**Secretary DANIELS.** It is the only safety to have all types built.

**Mr. KELLEY.** The fact is that in the Navy we never get any substitution, but it is always addition. If we build one station to displace a station already in existence, we generally find some new use to put the old station to. The Navy never abandons anything, but there is always a process of addition.

Secretary DANIELS. We have abandoned many stations in the last year.

Mr. KELLEY. Well, yes; we have abandoned a few that we built up during the war.

Secretary DANIELS. We have abandoned practically all the war-time stations.

Mr. KELLEY. In view of the large number of new destroyers that we now have, and in view of the development in the air as a means of getting information, I do not quite follow your reasoning as to why it is so necessary to have all these small, fast ships; they are not fighting ships; they are just ships to get information.

Secretary DANIELS. Yes, they do both; they fight and get information, too.

Mr. KELLEY. They could not fight any better than a destroyer. They will not have the speed of a destroyer. They will have 6-inch guns on them the same as the destroyer.

Secretary DANIELS. They could oppose the enemy scouts and have greater military value because of their longer radius of action.

Mr. KELLEY. They will not have any armor on them?

Secretary DANIELS. No.

Mr. KELLEY. And a 6-inch gun?

Secretary DANIELS. Yes.

Mr. KELLEY. How much better off would they be than we would be with destroyers?

Secretary DANIELS. They are 5,000-ton boats, and the destroyers are 1,200 tons. They would be much better off.

Mr. KELLEY. Well, if we had two or three destroyers along, it would not matter, would it? We have plenty of destroyers.

Secretary DANIELS. Oh, yes; two could not do what could be accomplished by a ship of 5,000 tons.

Mr. KELLEY. What is the difference, as long as they carry the same size gun?

Secretary DANIELS. They are a steadier boat, and they have a longer radius of action. These light cruisers have a 6,000-mile radius. Mr. Chairman, with your permission I will insert in the record a description of these light cruisers which has been furnished me by Admiral Coontz:

#### DESCRIPTION.

The following are the major characteristics of light cruisers proposed by Operations:

#### *Summary of major characteristics.*

Displacement.....	tons.....	5,000
Speed.....	knots.....	30/32
Guns.....	6-inch.....	6-7
Torpedo mounts (triple torpedo tube mounts).....		2-6
Radius (miles at 15 knots).....		6,000

In the mine-laying type of light cruiser, guns, torpedo equipment, and radius of action would be sacrificed to compensate for additional weight of mines.

#### DETAILED MILITARY CHARACTERISTICS OF DESIGN.

(1) *Guns and their control.*—Maximum number large caliber, long-range guns all on C/L and high; superposed forward and aft to gain fire sharp on bow and stern; protected by shields and screens against weather and blast; of

maximum possible elevation for offense against dirigibles; with power ammunition supply for rapidity and continuity of fire. Several short-caliber S. A. guns of 90° elevation for antiaircraft and star-shell work. Director firing from two stations. Large range finders mounted high and strongly. Two plotting and range-keeping stations for directing operations of attacking destroyers and protecting them with own gun fire.

(2) *Torpedoes and their control.*—As many mounts as can be carried on the main deck; one mount on extreme stern with 240° train; a center-line mount on stern forward of it if possible; other mounts in waists; all mounts protected from blasts of guns; fitted with three or five barrels; each mount having 60° freedom of train if practicable, with adequate protection against damage in docking. Torpedo control to permit bridge firing or local firing under bridge direction.

(3) *Ship control.*—Oil-burning boilers and undercut stern with large and deeply submerged rudder and propellers to gain maneuvering ability of highest order. Boilers arranged to permit high speed at cruising power. Two ship-control stations to permit effective secondary control.

(4) *Hull design and power plant.*—High water-shedding forecastle with full entrance, great hull girder strength, and canoe stern, to gain seaswashing ability; great boiler horsepower to gain high smooth-water speed; boiler arrangement and engine rooms condensed as far as possible to gain fore and aft room for fuel stowage; maximum possible oil-fuel capacity, keeping tanks low to safeguard ship against oil fires in action; smallest compartments for boilers and engines consistent with foregoing attributes. To gain cruising endurance there will be required large food and equipment storage spaces, fresh-water tanks, and evaporative capacity, and extensive equipment for repairs and maintenance.

(5) *Protection, etc.*—No armor can be carried except at a loss of military characteristics of great value. Absence of armor requires decentralization of ship and fire-control systems, strong bulkheads, no water-tight doors through transverse bulkheads below load-water line, and keeping condensers and steam piping well below water line even if certain losses in propulsive efficiency, due to large shaft angle, result. Decentralization of control features requires a self-synchronous means of transmitting information so that "lining up" is not necessary when source of control is changed; also it favors electrical power for all possible auxiliaries, so that power circuits may be duplicated.

(6) *General features.*—For lookout work in scouting and searching there will be required a kite balloon, a well-equipped and high lookout station on the foremast, and full listening equipment under water. A scouting plane will be advisable for searching and strategical scouting, capable of taking off in any direction into the "apparent wind." For protection against submarines, paravanes and a small depth-charge equipment are required in addition to the high maneuvering ability and listening gear previously referred to. Radio equipment of great-power for short-range work against interference is a primary requisite, with secondary requirement of length of sending radius and radio telephones. The mainmast must be short and strong to prevent endangering propellers if damaged, to support range finder and searchlights, and to avoid interfering with kite balloons. Foremast must be as lofty as practicable for radio purposes, its lower mast being tripod in type to support gun director, range finder, and searchlights. Accommodations for officers and men must be worked out to assure utmost comfort on long cruises under war conditions, particular attention being given to ventilation, fresh food, and protected lookout, ship control, and battle stations. Among smaller matters of importance are a smooth bow and clear forecastle, to avoid throwing spray (patent anchors housed in recesses); in-board davits and all other like fittings, to avoid interference with guns and to prevent damage in docking; and boats entirely subordinated in their locations to guns and torpedo tubes.

Mr. KELLEY. What was there in the recent war that taught you this lesson?

Secretary DANIELS. The British and the other countries have gone into light-cruiser building, and they found during the war that it was everywhere one of the most efficient ships. While we were building destroyers alone they were rounding out their fleet. They have 76 light cruisers.

Mr. PADGETT. That was pointed out by Admiral Badger, because of their difference in water conditions.

Secretary DANIELS. Yes; in the North Sea.

Mr. PADGETT. Their near-by waters, closed waters of the North Sea, the Mediterranean, and around the ins and outs.

Secretary DANIELS. We need ships in the Caribbean. This type of ship would be very fine in the Asiatic Fleet, very good at Hawaii, and very good on the west coast and east coast. As I say, there is a difference of opinion as to whether you should build the scout cruisers of 10,000 tons, which Admiral Badger favors, and his argument is excellent, or these light cruisers; but we are building 10 scout cruisers and I recommend we add light cruisers.

Mr. KELLEY. Just what would they be used for in a military way?

Secretary DANIELS. They would be used for the same thing that a scout cruiser is, only they are not so heavy, not so large, and they could take the place largely of gunboats.

Mr. KELLEY. We have got all those Eagles to take the place of gunboats—50 Eagles which are good boats.

Secretary DANIELS. But they are smaller than these ships.

Mr. KELLEY. But are they not large enough to do the work of a gunboat?

Secretary DANIELS. No; you could not screen the fleet with ships of that character.

Mr. BRITTEN. You would not screen the fleet with gunboats, would you, Mr. Secretary?

Secretary DANIELS. No; but these light cruisers would help for that.

Mr. BRITTEN. What is the average tonnage of the 76 light cruisers now owned by Great Britain?

Secretary DANIELS. An average of about 4,100 tons.

Mr. BRITTEN. Are they not much smaller than the 5,000 tons?

Secretary DANIELS. I think they are about 4,000 tons. I am not sure of that.

Mr. PADGETT. I have it in mind that they told us when we were over there that they were about 4,500 tons. That is my recollection of it; I am not sure.

Mr. BRITTEN. My impression is that they were much smaller.

Mr. KELLEY. Did they not build these cruisers just for submarine work in the war?

Secretary DANIELS. I think they had them before, but increased them very rapidly.

Mr. BRITTEN. Has the question of building these light cruisers been definitely acted upon by the General Board, Mr. Secretary?

Secretary DANIELS. The General Board prefers to build the scout cruisers. As I said to Mr. Padgett, their position is that the scout cruiser of the larger size, the larger tonnage, is much better.

Mr. BRITTEN. Who, then, acting under you, has recommended the light cruiser?

Secretary DANIELS. I have here a statement from the Chief of Operations.

Mr. BRITTEN. Is this his personal view?

Secretary DANIELS. Yes; and it is also the view of what we call the planning section of his office and all officers in Operations.

Mr. PADGETT. I understood you to say that Admiral Benson also concurred with Admiral Coontz in that recommendation.

Secretary DANIELS. I am certain that when Admiral McKean was acting chief he presented that, and I think Admiral Benson did.

Mr. PADGETT. Admiral Benson was away.

Secretary DANIELS. He may have been away. When it was presented, Admiral McKean, Acting Chief of Operations, I know, was very earnest in favor of it, and all the officers in Operations.

Mr. KELLEY. Until the treaty is disposed of one way or the other you are not recommending any building program at all?

Secretary DANIELS. Yes; I am recommending a program in this bill to round out the fleet.

Mr. KELLEY. This year?

Secretary DANIELS. This year.

Mr. KELLEY. Those 10 light cruisers?

Secretary DANIELS. Ten light cruisers, 6 mine-laying light cruisers, 10 flotilla leaders or cruisers, 6 fleet submarines, 4 airplane carriers, 1 destroyer tender, and 1 submarine tender, making a total of 38.

Mr. KELLEY. Even though the treaty be ratified in a few days, and a large reduction in armament might be effected, you think you need these light cruisers anyhow?

Secretary DANIELS. All these 38 ships are needed for a well-balanced fleet.

Mr. BRITTEN. Mr. Secretary, do you see any prospect of agreement on the peace treaty?

Secretary DANIELS. That is a question I would respectfully refer to the Senate.

Mr. BRITTEN. I know that you, as one of the Cabinet officers, are following the matter very closely, and I am wondering if your impression as to just what might occur in the Senate, or just what might occur after the Senate gets through with the peace treaty, is responsible for your recommendation to the Committee on Naval Affairs for 38 additional ships this year?

Secretary DANIELS. No; I recommend these ships under any circumstance, as necessary for rounding out the fleet.

Mr. KELLEY. What is the estimated cost of these 38 ships?

Secretary DANIELS. About \$195,000,000.

Mr. KELLEY. You recommend that we add \$195,000,000 to the building program in this bill?

Secretary DANIELS. I would not put them all in this year; no. We will probably build them in three years, or finish them in three years.

Mr. KELLEY. You would not take three years on a light cruiser, would you?

Secretary DANIELS. You would not necessarily, but you could start them going; in three years finish them. If you could finish them in two, it would be better.

The CHAIRMAN. Then, Mr. Secretary, might we abandon the construction of some of our great ships?

Secretary DANIELS. Oh, no.

The CHAIRMAN. I know the nations have promised that they will begin loving each other, but I do not know whether they intend to carry out their promise or not, and I do not know whether the

peace treaty is going to be ratified, and I do not know whether we are going to sit down in harmony and are going to use the harp instead of the gun, but I would like to know something that is entirely practical. Great Britain has, including her colonial vessels, 20 more battleships known as the superdreadnaughts. She has 9 battleships known as dreadnaughts, and she has 17 battleships known as predreadnaughts.

Secretary DANIELS. One minute, Mr. Chairman, I have the figures here. What figure did you give for the superdreadnaughts? How many did you give?

The CHAIRMAN. Of the superdreadnaughts, dreadnaughts, and predreadnaughts there are 50 ships all built, but not one of them building. They include the colonial ships. Then Great Britain has 9 battle cruisers constructed, and she has one building.

Secretary DANIELS. That is right.

The CHAIRMAN. We have 11 big ships, superdreadnaughts, built; we have 6 dreadnaughts built, and we have 14 predreadnaughts, making 31. We have 6 superdreadnaughts building, and we have 6 big battle cruisers building, making, when completed, of the first and second line, including our battle cruisers, 47, as against England's 50. That is the way I count, sir. I may be wrong. Have I made a mistake in my figures?

Secretary DANIELS. Your figures are the figures—

The CHAIRMAN. I should say 60. We will have 48 of the first and second line ships as against England's 60 ships; that is, when we complete the present program up to 1924, which we anticipate will be completed next year, of what we call the capital ships. England will have, if she completes her present program of 35, a few more torpedo destroyers than we will have. We will have 335, and something like 400 will be the number she will have. Mr. Secretary, I wish we could learn. Do you know whether it would be possible for us to know quite definitely whether the new ambassador to the United States made that statement made in the Post this morning?

Secretary DANIELS. Mr. Chairman, as for the building of these smaller ships, or the building of a program, I do not think it is essential that we should know.

The CHAIRMAN. I do not think so myself, either, as the larger vessels, even though the League of Nations should not be adopted or accepted by America. Suppose England and America would agree that England would reduce hers to 46 or 47 ships if we concluded that we would maintain our Navy at that number?

Secretary DANIELS. As I said before, we would have to take into consideration how many were being built in England.

The CHAIRMAN. And Canada?

Secretary DANIELS. And Canada.

The CHAIRMAN. And Australia?

Secretary DANIELS. And Australia.

The CHAIRMAN. Yes; I appreciate that, but up to this time there is not one big ship being constructed either by Great Britain or by her colonies. The *Hood*, referred to by Geddes, is the last one, and seems to have caused a sort of apology for finishing. He says that it was so nearly finished at the close of the war that they just completed it. Now, may I ask you, and perhaps it is foolish to

ask, whether it would be wise for us to eliminate any further subscription to big armaments until we know whether England is really in earnest in her policy and wishes to maintain a fleet the size of our own, and if that agreement should be made between these two nations, whether it would be worth while for us to construct more battleships; in other words, if England and America should agree as to the size of fleet each one was to operate or have, whether it would be worth while for us to go ahead and build a larger fleet than any in the world?

Secretary DANIELS. I do not think we should defer the determination of our policy pending the adoption of a policy by another country. I entirely agree with Admiral Badger and the General Board that we ought to go forward strengthening our fleet, and certainly rounding it out. Now, as to further strengthening it I am taking into consideration what you say and not recommending capital ships at this time, although next December, if conditions are so uncertain in the world, it would be our duty to go forward with the building of large ships.

The CHAIRMAN. I have listened with very great earnestness to every word you have said, and I have had in mind that in the event the Senate declined to ratify this league, or we declined to go into what is at the present time called the League of Nations, that you would then recommend that we should proceed to construct the largest Navy afloat?

Secretary DANIELS. If it be definitely determined.

The CHAIRMAN. But, now, suppose we do not go into the league, and the British ambassador is correct in what he says, that it is the policy of that country to reduce her fleet to the size of the American fleet, I was wondering whether we could not with very great safety complete what we have before us, although we were not members of the society of nations, and feel ourselves always safe?

Secretary DANIELS. I do not think so. I think if there should be a society of nations, and we should be out of it, I think we would find that we would have very few friends in the world, and would have to depend on ourselves.

The CHAIRMAN. Well, you know, Mr. Secretary, that has not any

League of Nations. I think that if one or two nations in the world were to make an agreement that it would bring back the old rule, an entente here, an alliance there, and you would restore the old balance of power which has threatened the peace of the world and has been responsible for most of the wars of the world.

Mr. KELLEY. Mr. Secretary, your confidence in the League of Nations does not appear to be very strong?

Secretary DANIELS. It is absolutely strong, but I say this—

Mr. KELLEY. Let me finish my question. There will be \$360,000,000 expended on the old building program. You are recommending \$195,000,000 more, regardless of whether we go into the league or not. That makes a total war investment that you are recommending of \$555,000,000 preparatory to going into an arrangement based on the good will of the nations of the world. Does that argue that you have much faith in international good will?

Secretary DANIELS. Absolutely; but as I have always stated from the beginning, I believe that any League of Nations ought to have a strong naval force.

Mr. KELLEY. You want this Government to spend \$555,000,000 for warships in order to be sure that the spirit of good may be properly encouraged?

Secretary DANIELS. Well, I have had some doubts, as Mr. Butler has, as to whether we are all going to love each other as we ought to love each other.

Mr. KELLEY. That is what I say; you have not much confidence that the league will work?

Secretary DANIELS. Yes; I have great confidence that it could be made to work; I have a profound belief that it is the only hope of the world, but I do not expect in the early years, with the present shell-shocked condition, that it will be as powerful a promoter of peace, and that a mobile police force on the seas will make the nations of the world feel that they can afford to disarm.

Mr. KELLEY. Really, when you get right down to it, is not this naval situation a question for England and America to arrange?

Secretary DANIELS. No; I do not think it is.

Mr. KELLEY. If England and America agree on a naval policy, is not that all there is to it, practically, in the world?

Secretary DANIELS. I should dislike very much for us to enter into a combination with any other one nation in the world.

Mr. KELLEY. I am not speaking about an alliance with anyone. I am speaking only on the question of comparative strength of naval establishments.

Secretary DANIELS. As certain as we did, the very many more millions of people in the world than are British and American would distrust us and fear us, and as soon as they were able, they would form an alliance of their own. You would have the old balance of power again as soon as they were able to build.

Mr. KELLEY. As to the question of naval policy, is it not a question between England and America.

Secretary DANIELS. No; I do not think so.

Mr. KELLEY. What other nation is there to be considered?

Secretary DANIELS. If you made an alliance between—

Mr. KELLEY. I am not talking about an alliance—I am talking about determining the size of our Naval Establishment. Is not England the only other factor?

Secretary DANIELS. It is the only other nation that has now a great navy.

Mr. KELLEY. In determining what we shall do we must consider England's policy.

Secretary DANIELS. I would not permit England or any other country to determine what we should do, nor its condition determine what we should do.

Mr. KELLEY. The size of the Navy we should have, of course, depends altogether on what others have, doesn't it?

Secretary DANIELS. Not altogether. It has some effect upon it.

Mr. KELLEY. If other nations were like China we would not need to spend \$555,000,000 on a building program, would we?

Secretary DANIELS. I think the day will come when through some concerted action we may be able to reduce armaments.

Mr. KELLEY. We are heading right the other way, if we follow your recommendations, just as hard as we can go.

Secretary DANIELS. Not at all.

Mr. KELLEY. You are recommending that we spend in the three years \$555,000,000 on warships.

Secretary DANIELS. No; I am recommending that you continue the program you established and that you round it out.

Mr. KELLEY. That is what it amounts to. Mr. Butler asked you if you would discontinue any construction heretofore authorized, and you said by no means.

Secretary DANIELS. By no means.

Mr. KELLEY. And you ask for an additional \$195,000,000, making a total of \$555,000,000.

Secretary DANIELS. You must remember this, that the life of a battleship is limited. When you say you have 27 ships, you have 27 ships to-day, but with the new changes some will become obsolete.

Mr. KELLEY. Going back to the other question, was not Mr. Butler exactly on the right track when he said that what we should do will depend very largely on what other nations of the world decide to do?

Secretary DANIELS. We have to consider the conditions of all the nations of the world.

The CHAIRMAN. England has 60 of these great, barking dogs, and we will have 47 in 1924. France will have 26, Japan will have 15, Italy, 13. England and America together will have 127. The other nations combined will have 54 of the 107 ships, Mr. Secretary; America would have 47, and many of them entirely new.

Secretary DANIELS. Yes.

The CHAIRMAN. Which would seem to me like a tremendous armament.

Secretary DANIELS. But America ought to have them.

The CHAIRMAN. I think it would be the purpose of Congress to finish that big program laid down, and much of it has been begun

now, and all of it has been begun in some way. Furthermore, I do not know whether Congress understands why the program has not already been completed, but there is not any criticism whatever of the department turning its attention to building what was known as the torpedo-boat destroyer, a ship that we needed, but then this is right before us, these 16 big ships, and I have here the tonnage of these nations, Great Britain and America, according to the present program, and it is more than double the tonnage of France, Japan, and Italy.

Secretary DANIELS. I do not think we must compare it only with one nation. We have got to compare it with the world and world possibilities.

The CHAIRMAN. I think that is right. We always look upon certain neighbors as being friendly and other neighbors as likely to be unfriendly.

Secretary DANIELS. The best friendships in the world are between people who are equals. The strongest friendships are between those who have equal powers and equal strength. If one is a giant and the other a weaker man, they are not so apt to be friends as if both were equal. We do not want to go into a league where we have to depend on any other nation to protect the peace of the world and the commerce of the world or our liberties. We want to be able to do it ourselves and to stand on our own bottom and to do it in a way as not to have any aggression or any mistakes or anything but friendship with all nations.

The CHAIRMAN. There is not anybody in America more earnest for the limitation of armaments than I am.

Secretary DANIELS. I agree with you in that.

The CHAIRMAN. I have been trusting that this war would result in agreements among these great nations that we should not arm beyond a certain point, and I noticed the other day that this council would not permit Italy and France to take these fighting craft from Germany but required them to destroy them. I do not know whether that was the beginning. You are closer to those who are in authority than I am and your judgment would be much better than mine, but I repeat, I had earnestly hoped that one of the results of the great price that we paid would be that the nations would agree among themselves that they would limit the police force.

Secretary DANIELS. And if we do not secure it we have largely fought this war in vain.

The CHAIRMAN. Or if they do, your recommendations are in vain!

Secretary DANIELS. Yes, if we do, we shall have to begin to reduce armaments after we have secured it, and the world's peace is assured.

Mr. VENABLE. Do I understand that if the League of Nations is adopted, a council appointed by that League of Nations will fix the proportion or ration of armaments that each nation will be permitted to have? It will doubtless result in the cessation of navy building for a number of years after the ratio has been established.

Secretary DANIELS. Undoubtedly the purpose of that would be to end competitive navy building.

Mr. KELLEY. We would have to agree to that first?

Secretary DANIELS. Yes; we would have to agree to it first.

**Mr. VENABLE.** If America and England, Japan and other countries had enough, they would probably, in order to relieve their financial burden of additional building decrease for a certain number of years, and agree that there should not be any units added to their respective fleets?

**Secretary DANIELS.** They would recommend to the nations that a certain proportion of the police force of the world devolve upon them in proportion to their relative importance.

**Mr. VENABLE.** The point I am making is that the proportion would be fixed by the recommendation of the council, if approved by the nations.

**Secretary DANIELS.** Yes.

**Mr. VENABLE.** I understand the regulation is subject to approval.

**Secretary DANIELS.** Subject to approval; yes.

**Mr. KELLEY.** You would not be in favor of agreeing to any proposition which would give the United States a smaller naval force than any other nation in the world in any event?

**Secretary DANIELS.** I think we ought to furnish as much as any other nation.

**Mr. KELLEY.** And even under the League of Nations, you propose to have as large a Navy as any other nation?

**Secretary DANIELS.** I should say that the United States under any conditions ought to have as large a Navy as any country in the world.

**Mr. KELLEY.** Whether we have a league or whether we do not?

**Secretary DANIELS.** If we have the league we will gradually come to a much smaller one. If we do not have it we will go to a much larger one.

**Mr. KELLEY.** But before we come to the smaller one we would have to go to the larger one.

**Secretary DANIELS.** We would have to carry out our program we have already started and round it out; yes.

**The CHAIRMAN.** I was wondering what we would do, what all these foreign nations would do, with these great battleships, 107 and 54, making 161 great battleships, when they get into an agreement with each other wherein it would be provided we would not strike each other. What is the use of all these then?

**Secretary DANIELS.** They would begin to shoot up and sink the older ones and they would retain for a mobile police force some of the new, fast, and better ships.

**The CHAIRMAN.** That bears upon another question which we will have later as to maintaining our old ships with large guards on them. I can see what your point is, that we will take the old ships and destroy them and keep the new ones for a common police force.

**Secretary DANIELS.** Then we will reduce them as rapidly as the world's peace will permit.

**Mr. BRITTEN.** Following your reply to Gov. Kelley a few moments ago that we under the League of Nations should have either the largest Navy in the world or a Navy equal to any other in the world; does that suggestion come from you because of a lack of confidence in the League of Nations? I ask you that question because a little while ago you said that the moral force of the league will not be as powerful now, not nearly as powerful now, as it would have been had it been enacted a year ago.

Secretary DANIELS. Certainly, I think we are all agreed that we have lost in America much of the moral force by the delay but it may be recovered by such a league as we had all hoped to see and as was foreshadowed in the act of 1916.

Mr. BRITTEN. Just how has the moral force or value of the league been lost through this delay and the turning of the searchlight on the various articles of the league by the Senate.

Secretary DANIELS. I think this: I think if this league had been adopted promptly—

Mr. BRITTEN (interposing). Without reservation?

Secretary DANIELS. With or without reservations, proper reservations, if it had been adopted promptly, the various differences and divisions in Europe would have been composed much earlier than they can be composed. I am not hopeless that they can be composed under the league now. It will take longer and there will be more debate and more doubt about whether the league can be tremendously effective than there was then. The world then was waiting for it and these nations were ready to accept its guidance.

Mr. KELLEY. The league is in operation, only we are not a member of it. Are we such an important part of the league as that?

Secretary DANIELS. Certainly, a league of European nations, of course, will be valuable and useful with us out of it; but the normal and world power will be so tremendously weakened if we are not in it, that many of the smaller nations of the world will not be so much disposed to look to it as an illuminating and inspiring leadership.

Mr. BRITTEN. You spoke of the Jugo-Slavic, the Czecho-Slavic, and other new republics and nations of Europe looking to us for advice and support. That was the substance of what you said. Are you implying that they are not looking for that support now?

Secretary DANIELS. I think they have been greatly disappointed and many of them have been demoralized more or less, and I think it will be more difficult and take a longer time to give them the stability which could have been brought to them early if we had acted promptly.

Mr. BRITTEN. I have been in most of the new countries of Europe within the last four months, and the impression over there prevails, notwithstanding what you said a few moments ago about the European League of Nations, that no League of Nations will be a success in the establishment of European peace without American participation in that league. Do you feel that way about it, Mr. Secretary?

Secretary DANIELS. As I said just now, a league of European nations would be valuable, but it would lose a great moral force and power unless we are in it.

Mr. BRITTEN. Do you feel as I do about it, that unless we are in it there will be no peace in Europe?

Secretary DANIELS. I think peace will be tremendously difficult to maintain. I will not say there would be peace, but the conditions there have been very disturbing and very unsatisfactory.

Mr. BRITTEN. As I observed the situation, and I was in every capital between Vienna and Madrid, they were making secret treaties, and, in the parlance of our streets, they were "knifing" each other.

Mr. PADGETT. How did you get it, that they were making secret treaties?

Mr. BRITTEN. You can learn that any place in Europe as well as here in Washington. No treaty is literally a secret treaty. Some one knows about it and will tell some one else in confidence, and so it goes the world over. Treaties are exposed in the Senate at Rome, in the Chamber of Deputies at Paris, in the House of Parliament at London, and in the Reichstag at Berlin. The selfish desires of the various countries of Europe cause scraps of paper to be signed for purposes of deception and each is looking out for industrial, political, and social preferment. They have little confidence in each other, and unless America takes part in a world's league, the league will lack that confidence which is necessary for success. They all realize that our only desire in European affairs is for their peaceful determination in the interest of humanity, and without us there will be no peace.

Mr. PADGETT. That statement is a tremendous argument for the ratification of the League of Nations.

Mr. BRITTEN. Yes, sir; an Americanized League of Nations, not the treaty, however, that was brought back by the President. Mr. Secretary, do you feel that we really must participate in some sort of a league of nations over there in the interest of humanity?

Secretary DANIELS. I think if we fail to do so, the men who lost their lives will have lost them largely in vain.

Mr. BRITTEN. That is the way I feel about it, too.

Mr. VENABLE. In your judgment, Mr. Secretary, would it not be the necessary effect of the United States failure to enter the League of Nations that the plan for disarmament would be interfered with?

Secretary DANIELS. I fear so.

Mr. VENABLE. It would not be possible or feasible for the European nations to reduce their armament and agree to submit their disputes to some sort of decision of reason and establish a rule of justice as long as a powerful nation like the United States stays out and practically declares that they would appeal to the old standards of force, if necessary?

Secretary DANIELS. I think that they would inevitably go back to the old alliances and ententes in Europe.

Mr. VENABLE. They would inevitably drift back to that.

Secretary DANIELS. I think that would be the result.

Mr. VENABLE. As long as America takes the position that she proposes to settle her disputes by the old accepted standards of force and will not agree to settle her disputes otherwise or be bound by an agreement to settle them otherwise that necessarily forces Europe to keep the weapons of force in the event that they happen to have some future dispute with the United States.

Secretary DANIELS. I think that they are almost sure to do so.

Mr. VENABLE. So, in your judgment, the failure of the United States to enter a league of nations with the European countries frustrates all efforts on the part of the world to get rid of this tremendous burden of armaments and navies?

Secretary DANIELS. Yes. I do not think it can be done without our participation, certainly, and in a large way for the good of the world.

Mr. KELLEY. Referring to the question that Mr. Butler asked the Secretary a little while ago about the intentions of Great Britain as to reducing her fleet, I wondered if you had your attention called to Admiral Niblack's hearing in which he stated the English policy for the present year?

Secretary DANIELS. No; I have not.

Mr. KELLEY. It occurs on page 849 of the hearings. Let me read just one paragraph. Admiral Niblack said:

Admiral NIBLACK. Yes, sir. I have finished with the question of the building programs of the different countries, and the only question that remains to be considered is that of personnel. I should like to incorporate in the hearing the totals of the personnel of the various navies as authorized at the present moment. On the 31st of October, 1919, it was announced that the British permanent personnel would be reduced to 146,000 men by the end of the year 1919. The strength at the time this announcement was made was 157,000 men. Since the beginning of this year the figures for the British Navy are, officers of the line, 4,335; line and staff total, 12,552; and enlisted men, 146,000.

That would indicate that the report in the morning paper shows undoubtedly the policy of Great Britain as to efficiency.

The CHAIRMAN. Admiral Washington said that he saw it and I saw it somewhere here, and I looked for Admiral Washington's statement and I know he did say that he had noticed that the actual forces in the British Navy had been reduced to 50,000 men.

Mr. PADGETT. I asked him a question and he said it was a newspaper report and he did not vouch for it. He said that he had seen the same newspaper statement that I had seen.

Secretary DANIELS. I think the figures of Admiral Niblack's statement are the latest.

Mr. KELLEY. And undoubtedly accurate because he is the head of the Bureau of Intelligence.

Secretary DANIELS. His statement is made from data supplied him by our naval attachés.

Mr. BRITTEN. You know that the British Navy could not operate with 50,000. Everybody knows that.

Secretary DANIELS. No; I should think not. I think the figures of Admiral Niblack can be relied upon as the latest that they give out.

Mr. PADGETT. They have some ancillary services that are not accounted for there.

Mr. BROWNING. He gave us some valuable information that is not printed.

Secretary DANIELS. I think many auxiliaries might not have been included.

Mr. KELLEY. He included everything but aviation.

Secretary DANIELS. This is the best statement that is obtainable from official journals and, of course, our naval attachés get this directly from men after conferring with them.

Mr. KELLEY. In view of the fact that the greatest maritime nation has stopped her building, when we have our present program finished we will be quite comparable with England, will we not?

Secretary DANIELS. We would be quite formidable, but we would still lack in many types and appliances.

Mr. KELLEY. When we get these 16 powerful ships we will be very close to Great Britain and with all these new destroyers for our scouting work we would not be handicapped. I was a little disappointed to have you recommend in face of all this \$195,000,000 of entire new construction when the rest of the world is stopping entirely. It looks as though we were talking one way—

Secretary DANIELS (interposing). No; it looks this way: That during the war, while we were absolutely forgetting the rounding

out of our Navy, we were under whip and spur to complete ships that were built which put our Navy out of proportion, and we built all these destroyers, many more than we would have built, and submarine chasers, which, of course, are temporary, and many other craft for the Navy. If we are to have a well-rounded Navy we should have those additional ships.

Mr. BRITTEN. The activity of the German submarines brought about the necessity of building destroyers, great numbers of them, and naturally prevented any increased opportunity to round out our fleet, as we might have done if that particular emergency had not called for the building of destroyers.

Secretary DANIELS. If we had the money that we put into destroyers, we would put some of it into cruisers instead of destroyers and would put some of it into submarine craft. During the war Great Britain built a lot of cruisers and built types of ships that we did not build.

Mr. PADGETT. Speaking about destroyers and similar craft, when I was in London in August, 1918, Admiral Sims told me personally he wished he had 15,000 destroyers on the ocean at that time.

Secretary DANIELS. In October, Sir Eric Geddes was here with the British admirals and they told us then that in their judgment the submarine menace had not reached its height and they stressed the need of more destroyers because they said next year we would lose more ships than before.

Mr. PADGETT. I only mentioned that to show the demand at that time.

Mr. KELLEY. The demand was for the others, not for the light cruisers.

Secretary DANIELS. At that time that was the most important ship for fighting submarines.

Mr. BROWNING. Lloyd-George told us the same thing.

The CHAIRMAN. We learned the other day that it was impossible to build these ships secretly. In other words, when we are building ships the other nations will know it. Therefore, we can keep ourselves informed about what the nations do.

Secretary DANIELS. Most of them; yes.

The CHAIRMAN. I do think this, and I think you will agree—that if they do not have these ships of war they can not do this fighting, and the fewer ships they have the less fighting they will have. I am very thankful to you for your views. I am in favor of limitation of armament in some way that we can enforce.

Secretary DANIELS. I am with you entirely, Mr. Chairman; that is the policy I have always believed in. I am willing to take a great many chances to come to a condition which will enable us to begin to reduce armament.

The CHAIRMAN. Let each nation agree to it, and we can tell whether or not that agreement is being violated.

Mr. KELLEY. I would like to have you state how much of a reduction can be made under "Increase of the Navy."

Secretary DANIELS. When Admiral Griffin and Admiral Taylor were before the committee there were some suggestions made that a reduction could be made in the estimates.

Mr. KELLEY. That is, they could get along and extend the old program over a longer period.

Secretary DANIELS. It would take longer to finish the old program, and if that were done we could authorize these ships to round out without a very large appropriation over the estimates.

Mr. PADGETT. You mean to retain in the bill what is there without adding an additional amount?

Secretary DANIELS. Retain in the bill the amounts that have been estimated.

Mr. PADGETT. Put back the \$65,000,000 and take this out?

Secretary DANIELS. Yes.

Mr. BRITTEN. And simply authorize these 38 ships under the additional appropriation?

Secretary DANIELS. In the increase of the Navy.

Mr. PADGETT. That would just prevent the reduction of the \$65,000,000 that you spoke of?

Secretary DANIELS. It would require the whole of the estimate that has been made.

The CHAIRMAN. The Secretary means that no more money would have to be appropriated than what we find in the first draft of the bill, but we will have to rearrange it.

Secretary DANIELS. Of course.

Mr. BRITTEN. And we merely provide that the 38 ships be completed in three years.

Secretary DANIELS. Yes.

Mr. BROWNING. Then, Mr. Secretary, for instance, in the increase of the Navy, construction, and machinery, there was recommended in the first place \$100,000,000, and Admiral Taylor told us that amount could be cut to \$52,000,000. Do I understand that with the increase of the Navy that you propose instead of appropriating \$52,000,000 to appropriate \$105,000,000?

Secretary DANIELS. Yes; because Admiral Taylor's statement was not that you would save any money by this, but you would postpone the appropriation.

Mr. BROWNING. I understand that.

Secretary DANIELS. I think we can take \$105,000,000 and authorize these ships to round out the Navy.

Mr. BROWNING. And torpedo boats, \$23,000,000.

Secretary DANIELS. I think we could get along nicely with \$12,000,000.

Mr. BROWNING. Ammunition, \$3,500,000, is cut in two.

Secretary DANIELS. We would have to redistribute the amounts under "Increase of the Navy."

Mr. BROWNING. And get it back to what was originally asked?

Secretary DANIELS. Yes.

Mr. KELLEY. If we stretch out the old program as suggested by Admiral Taylor?

Secretary DANIELS. Do you think, Mr. Kelley, you ought to say as suggested by Admiral Taylor?

Mr. KELLEY. He consented to it.

Secretary DANIELS. As trying to meet the desires of the committee; yes.

Mr. KELLEY. Will that interfere with the employment of any considerable men in the navy yards?

Secretary DANIELS. I think that it would, and I think that his understanding was that we would delay the construction of these

ships, not hasten them, and, of course, if you did that you would probably need less men than if he had more money.

Mr. KELLEY. Is it your policy to use the money we have appropriated for continuing the building of ships in the Government yards and defer those under private contract?

Secretary DANIELS. No; we could go on with all.

Mr. KELLEY. Prorate them?

Secretary DANIELS. Yes.

Mr. KELLEY. This additional amount of \$65,000,000 is not needed in any way to continue the employment of men in the navy yards?

Secretary DANIELS. Of course, if you reduce the amount, you would lose some of these men in the navy yards and in the private yards.

Mr. KELLEY. That does not enter into your recommendation that we start a new program this year?

Secretary DANIELS. No; I make the consideration on other grounds.

Mr. PADGETT. Admiral Taylor stated that it could be reduced because of the fact that during the present year he was not to proceed with construction on as large a scale of these big ships.

Secretary DANIELS. That is right.

Mr. KELLEY. When the Bureau of Supplies and Accounts was here the other day they stated that they wanted as much money for their bureau for employees in the navy yards as though this entire amount asked for by Admiral Griffin and Admiral Taylor were granted, and they said it was their understanding that the amount of work in the navy yards was not to be reduced by reason of reducing this appropriation. I wondered where they got that idea.

Secretary DANIELS. I do not know. Of course, some of those ships are being built in private yards, and therefore they would not affect navy-yard work, but reduced appropriations for ships under construction in the navy yards would affect us to some extent; yes.

Mr. KELLEY. I should think cutting out \$65,000,000 worth of work in the Government yards would considerably reduce the force of the Bureau of Supplies and Accounts.

Secretary DANIELS. It would to some extent, but only a portion of

The CHAIRMAN. These officers from the different bureaus that have been here have stated that it would be four years before we could build that program of 1916.

Secretary DANIELS. I did not hear you, Mr. Chairman.

The CHAIRMAN. Admiral Taylor has estimated that we can not finish the building program of 1916 in less than four years. We can complete those plans that you mentioned here this morning in two years.

Secretary DANIELS. We can.

The CHAIRMAN. Inasmuch as we are well burdened at this time, might we not round out our Navy if we began on the small craft in two years from now when we have our big program completed?

Secretary DANIELS. I think we ought to begin it now.

The CHAIRMAN. I suppose that in capital ships we would have a program rounded out in four years with the construction here. As to smaller craft, we could complete them in two years and have them ready in 1922 and begin the completion of the program in 1922.

Secretary DANIELS. But we would need them earlier, and then you would be deferring tremendously large appropriations for a year or two years hence instead of distributing them evenly through the years.

The CHAIRMAN. Cooperation is close between this committee and the Navy Department because we go back and forth. I think you know the views of nearly every man on this committee about the construction program. I confess that I did not anticipate that the department would ask this year to go further in naval construction over what we had already set out. I knew that you had been withholding your judgment up to this time, but it was not until this morning that we knew what it would be. That sort of upsets our plans a bit.

Secretary DANIELS. I think it is quite important that we should authorize these ships as it is essential to have a well-rounded Navy and a well-balanced Navy.

Mr. BRITTEN. The bill before the committee covers approximately \$577,000,000, and I heard indirectly the other day that certain bureau chiefs in the Navy Department had been called before the Chief of Operations with a view to reducing the appropriation in this bill to \$400,000,000. Was this done on your suggestion?

Secretary DANIELS. There came a suggestion from a member of the committee, Gov. Kelley, I think, asking how the Navy could operate if certain reductions were made, and I gave the letter to the Chief of Operations and told him and the bureau chiefs to go over every appropriation estimated for, and wherever they could find a place to make a reduction, to cut to the bone and reduce as low as possible, so that we could carry on the Navy efficiently and meet the desires of the committee.

Mr. BRITTEN. Was that submitted as a committee desire?

Secretary DANIELS. I do not think it was, but as the desire of a member of the committee, and he wished information which I supposed he would present to the committee.

Mr. KELLEY. I would say that my letter asked how they would apportion \$400,000,000 if they had no more than that.

Secretary DANIELS. I might say, Mr. Chairman, of course, in making up these estimates to the committee this year I followed the plan

that I have always followed every year with this committee in making estimates. Of course, they come to me from all the bureaus, and everybody estimates what they need for the year. They put down exactly what they think is necessary for enlargement and growth. Then after they have gone through it, I go through it and I always come before this committee, after having used as big an ax as possible, and present to the committee what seems to be necessary for the policies recommended. The bureau chiefs recommended much larger appropriations than I estimated for. My estimates amount to \$573,000,000.

The CHAIRMAN. The estimates of the bureaus were \$100,000,000 above that.

Secretary DANIELS. They were much more than that. They were in excess of \$800,000,000, and when I got through with my ax they thought I had put them into a rather bad position. I went so far as to take off one-twelfth of the "increase of the Navy" appropriations—next June's bills—which would not be paid until the following month, and sweat blood practicing close economy, the kind of economy, I mean, that we ought to have—that is, not to hamper or fail to go forward in the naval development. Now, of course, when the bureau chiefs came before the committee and you asked them what about this item and that item, they gave you their opinion as to whether they could be reduced if the committee was resolved to make a large reduction. Upon the receipt of this letter—have you had the reply of Admiral Coontz?

Mr. KELLEY. I have had no reply.

Secretary DANIELS. I had them present some facts and data as to further possible reductions. They pointed out, for instance, different items that they could reduce if they must curtail operations, and what they said before the committee, of course, you have knowledge of. It is with the committee, of course, to hear the bureau chiefs, read my estimates and to hear evidence, to make up its mind, and give whatever they think is wise. Whether it is large or small, it is our duty to use it to make the best Navy possible.

My own judgment is that except in a few instances much reduction from these estimates will not be really reductions but will be post-

143,000 men I would earnestly oppose a reduction in this item, but as we will probably not be able to get them that can be done. There are certain other items that the bureau chiefs have pointed out can be reduced.

The CHAIRMAN. We have asked the bureau chiefs when they were here whether or not we could, with safety, continue this building program in four years and finish it in four instead of three. They preferred to finish it in three years. They returned afterwards, and I think they had concluded to divide the program into four years' construction and reduce the figures considerably, \$65,000,000 or \$70,000,000.

Secretary DANIELS. Of course, you understand, Mr. Chairman, it is not a reduction but a postponement, and it has this difficulty: We are building those ships on a basis, most of them, of a fixed fee. The longer they are under construction the more they will cost. The quicker we can build a ship under any conditions, the less it will cost in the long run, and yet you can understand they can reduce the amount of yearly appropriations by lengthening the time of construction.

Mr. BRITTEN. That suggestion, Mr. Secretary, that lengthening the time of completion would necessarily cause profiteering and would increase the cost of construction, applies only to those private yards where building is going on under specific price contract. It would not apply to the navy yards under your direct control.

Secretary DANIELS. That is because the overhead would be charged for four years instead of three years.

Mr. BRITTEN. With the reduction of the force, it is probable you would get a more efficient force and as time goes by the trend in the cost of construction and labor going into the building of the ships is downward and not upward?

Secretary DANIELS. I trust so. Many things have shown no downward trend as yet.

The CHAIRMAN. To show you how the other nations are doing in the way of construction and expenditures on their fleet, here is a sample: The estimate made for 1920 in the British fleet, for the British Navy, is £168,932,544. That would make, you see, in our money something like \$700,000,000. Now, then, Mr. Hicks, in making that estimate, gave us the figures to show how the estimate was made. You remember much of it was to pay for contracts that had run over, contracts that had been canceled. It seems that quite a large proportion of it was charged off against the merchant marine. When Mr. Hicks had given us the detail of that estimate it was very much smaller than that.

Secretary DANIELS. I think you will find, Mr. Chairman, that there are other items to be added, and the sum they spend for the navy is, at least, \$600,000,000, because they have increased the pay of everybody in their navy tremendously. The pay of admirals and everybody else have been increased very much.

Mr. BROWNING. Mr. Secretary, you spoke a few moments ago of cutting with this ax of yours in these appropriations. I made a little memorandum on one of the copies that I did not quite understand, and do not think any of the rest of the committee have understood. They understand that for coal and fuel for the Navy last

was appropriated \$12,000,000, and this year you recommended \$10,000,000. Now, I understand from the testimony of the Supplies and Accounts that there is from \$10,000,000 to \$12,000,000 decided on last year, and the actual money required for oil in our Navy this year will be \$27,800,000, against an appropriation of \$10,000,000. Why was a cut like that made in it, if those figures are correct?

DANIELS. Last year we spent many millions of dollars on vessels employed in bringing troops back from Europe. We had in commission very many more ships than we have now and we will have next year. Of course, fuel and transportation are more or less of a guess; I think, however, that we will have so many fewer ships in commission, with fewer men, and a reduction which we ought to try to compel to take place, given strict orders that no ship shall go out and be idle, that it is absolutely necessary and that in coaling and oiling the fleet we shall practice close economy, to appreciably curtail the expenditures.

MR. OLIVER. You have the right under the law to purchase oil in such quantities as you need it.

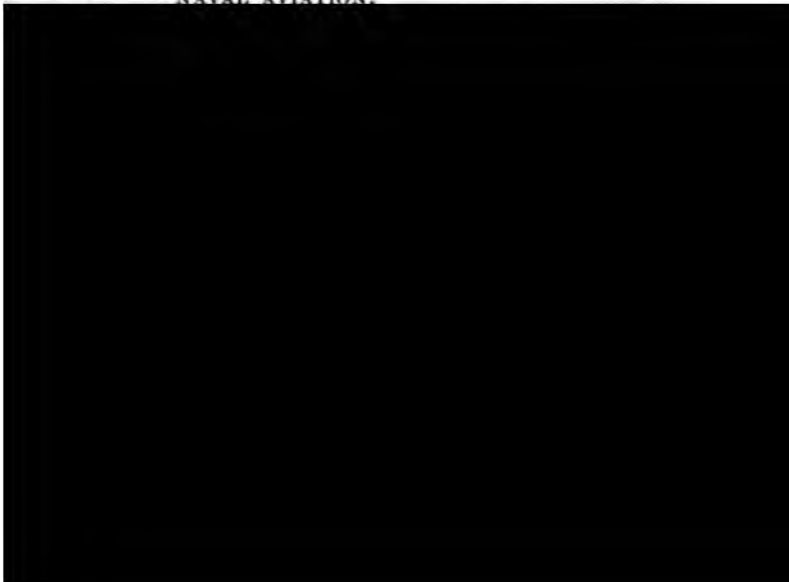
DANIELS. Yes; we have the right under the law to do as we can keep within that until next July with fewer ships in commission and no more service to render than we render now, but I would not want to say that we can keep within the estimate.

MR. OLIVER. You can get more coal if it is desired.

DANIELS. I intend to do it at the lowest figure that is

MR. OLIVER. Mr. Oliver has telegraphed me he can not be here Monday morning. I am very anxious that Mr. Oliver be here when you are here to make a statement. I talked to him, and if it is agreeable to you to return here Monday morning 10.30 we will hear you until 3 or 4 o'clock in the afternoon. I think you can finish your statement at that time.

NAVAL AVIATION.



offensively in attack upon the enemy ships, defensively in repelling attack and destroying enemy aircraft.

There are some who believe that capital ships will soon be at the mercy of aircraft. We see various "authorities" now quoted to that effect. It is not believed, however, that responsible officials of any admiralty charged with the organization and operation of the first line of defense accept even approximately any such view. This is by no means the first time we have seen such propaganda. Thirty or forty years ago, with the development of torpedo craft and successful operation of torpedoes in war, there were many enthusiasts who believed that the day of the capital ship had passed. Later, 30 years or so ago, with the genesis of the submarine, there were similar claims for this new weapon. Yet in the World War just passed the capital ship was still the backbone of the fleet which dominated the situation afloat and lacking which the Allies would surely have lost.

It is natural, in view of the cost of these vast and complicated weapons of war, to cast about for some cheap and simple means of nullifying them. There is endless search for some David to slay these Goliaths. What happens, however, is that with each development of a new weapon or means of attack, there is developed by or for the battleship a means of defense. The battleship of to-day can laugh at torpedoes which would have been fatal to its predecessor of 30 years ago. During the World War effective defensive appliances against mines were invented and applied to these ships. The submarine toll of capital ships was practically negligible during the World War, in spite of the enormous damage they inflicted upon defenseless merchantmen.

The best naval opinion the world over is, I believe, a unit on the proposition that aviation is essential to the modern fleet, but that as this weapon develops offensively, there will be the usual defensive development, and that the capital ship will survive the development of aviation as it has survived for 50 years the development of every weapon designed to destroy it.

As the gentlemen of the committee are aware, my feeling is very strong that naval aviation is essentially an integral part of the Navy, to be developed, operated, and controlled absolutely by the Navy. I do not hesitate to say that this opinion is held by practically every officer of the Navy of experience who has made a study of the subject.

During the last few months there has been much agitation, much propaganda and much investigation of the question of an independent air service, usually associated with a proposed enormous development of civil aviation by public funds. While I am a great believer in the development of civil aviation, I feel that it should not be undertaken in America by the Military or Naval Service, nor by a quasi-military service. Such a procedure is repugnant to principles firmly rooted in this country, and if undertaken would, I believe, end in failure.

I believe the committee contemplates taking up at an early date the question of aviation generally in the United States, and I hope when this is done to have an opportunity to express my views at greater length. I would like to say here briefly, however, that I should advocate the early passage of Federal legislation regulating aviation in the United States, so far as it can be regulated and con-

led by Federal agencies. There should be an agency established of a civilian nature for the purpose of controlling private aerial navigation at the earliest possible moment.

As regards aviation in the Army and Navy, for which during the next few years the major portion of public money devoted to aviation will obviously be spent, there should be established the simplest, most direct, and least complicated agency practicable for the purpose of controlling, coordinating, and stimulating the development and production of aircraft for the military service, preventing duplication, and reducing expenditures. There is already in existence such an agency in the shape of an aeronautic board, upon which the Army and Navy are jointly represented, established last summer by the Secretaries of War and the Navy for the purposes indicated above. This has worked well and shown itself of progressively increasing value. I believe the time has come when there should be legislation carefully defining its powers, authority, and responsibilities. This would be helpful to both departments; and, I should think, from the point of view of the Congress would be regarded as desirable, since it would provide by law for an obviously useful and economical body which would not be wholly dependent upon agreement between the departments concerned.

As regards Navy aviation proper, a careful study has recently been made of the question of its organization; and when the committee undertakes general legislation I expect to recommend some modifications in the present organization needing congressional action for accomplishment.

For some years to come, at least, I believe better progress will be made with Navy aviation if there is some segregation of aviation activities, as contrasted with their present distribution through various existing bureaus and offices of the department. This will lead to the establishment of the equivalent of a bureau of aviation. There are some objections to this, but I believe, for some years at least, the balance of advantage is in its favor. I am not disposed, however, to favor an aviation corps in the Navy, with permanent personnel. A permanent body or organization, manned by a temporary detail from the various branches of the Navy, without any

The creation of a well organized personnel and a supply of adequate materials now—in time of peace—permitting practical experience under conditions of service, supply the only means for developing the aviation arm. Not only is the future efficiency of naval aviation dependent upon the possession of organized aviation personnel and effective aviation material, but the efficiency of every type of naval craft is also affected. Aviation is certainly an important detail in the effectiveness of naval fleets.

The estimates for aviation have been supplied to the committee by Capt. Craven, director of naval aviation, and have been trimmed to the very lowest figures to which they should be cut. I wish to urge upon the committee the importance which I ascribe to the appropriation, at this time, of the funds which will permit the Navy to develop completely the abilities of aeronautics. Money judiciously expended now for attacking the problem will save considerable wastage later. The matter is urgent. The development of the aviation branch of the Navy of the United States should not be permitted to lag behind that of the naval services of other governments. The matter should not be postponed. Adequate funds for aviation purposes should be made available by this Congress.

It is for this reason that I have not felt justified in reducing the estimates submitted you for the development during 1921 of naval aviation. Indeed, but for the necessity felt by all of us for the greatest economy, I would have asked for a larger sum for experiment and expansion.

Mr. KELLEY. What do you recommend as the sum?

Secretary DANIELS. I recommend the sum that Capt. Craven recommended in his hearing, \$31,000,000 I think it was.

Mr. KETTNER. He cut it down to \$34,000,000, Mr. Secretary.

Secretary DANIELS. Capt. Craven when he was before the committee stated \$31,061,200.

The CHAIRMAN. Then he reduced it from \$35,000,000.

Secretary DANIELS. That ought to be the irreducible minimum.

Mr. KELLEY. In regard to the letter that I wrote relative to the disposition of \$400,000,000 increase of the Navy, if it should be limited to some such sum as that, shall I have a reply to that?

Secretary DANIELS. Admiral Coontz and Admiral Taylor and Admiral Griffin and other bureau chiefs have been working on that, and, I think, they have a reply prepared to it. Of course, they will give you all the information you desire.

Mr. KELLEY. I would like to have the benefit of their week's study of the proposition.

Secretary DANIELS. They will give it to you. I thought they had done so.

(The statement referred to will be found at the end of this hearing, as Appendix 1, page —.)

#### AGE LIMIT FOR ADMISSION TO NAVAL ACADEMY—H. R. 12819.

Mr. STEPHENS. In regard to the bill, H. R. 12819, that has been presented, I desire to read it to the committee so that they will know what it refers to.

It reads as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Navy be, and he is hereby, authorized, in his discretion, to waive the age limit to the extent of from thirty to sixty days, of any midshipman compelled to resign from the Naval Academy on account of deficiencies in studies, who desires to be reappointed, and who is over the age limit to be reappointed in the regular way: Provided, That such waiver shall be made only in cases of midshipmen whose conduct and academic records shall entitle them to such consideration.*

I would like to ask the Secretary of the Navy if he would recommend that?

Secretary DANIELS. Do you limit it as to how much over the age?

Mr. STEPHENS. The age limit is from 30 to 60 days. One young man is just six days over and he wants to be reappointed, and I guess it would take in a good many others.

Secretary DANIELS. I would recommend from 30 to 60 days.

The CHAIRMAN. This is very broad.

Secretary DANIELS. The point is this, Mr. Chairman: A young man goes to Annapolis and stays there a year or two. His conduct is all right and he has passed everything all right except, maybe, in one study. He can not be reappointed by his Congressman if he is 60 days over 20 years old.

The CHAIRMAN. This bill will not in any way waive the examination he will have to pass?

Secretary DANIELS. It will waive nothing except a few days as to age.

Mr. MUDD. It is the same as if he is reappointed.

The CHAIRMAN. It leaves it to the Member to reappoint him if he is over age.

Secretary DANIELS. He goes back as if he had never been in the Academy, exactly like every Member of Congress appoints a young man, and if he is three days over his twentieth year he can not reappoint him. I see no objection to the bill at all.

The CHAIRMAN. I think the Secretary ought to send a letter to Mr. Peters's subcommittee on the subject.

Secretary DANIELS. I will.

#### THE VIRGIN ISLANDS.

Statement of HON. HORACE M. TOWNER, a Representative in Congress from the State of Iowa.

Mr. TOWNER. I understand the Secretary desires me to make a statement to the committee regarding the appropriation for the Virgin Islands. I will be very glad to do it.

Secretary DANIELS. I would like to say, Mr. Chairman, as you remember, the Virgin Islands were taken over by our Government and assigned to the Navy for operation. Judge Towner and Senator Kenyon and other members of a joint committee of the House and Senate recently visited the Virgin Islands. In the estimates for the islands for next year I have recommended an increase. Last year you appropriated \$200,000. This year I recommended, as the governor of the Virgin Islands said it was necessary, \$343,000, and as

Secretary DANIELS. It would take longer to finish the old program, and if that were done we could authorize these ships to round out without a very large appropriation over the estimates.

Mr. PADGETT. You mean to retain in the bill what is there without adding an additional amount?

Secretary DANIELS. Retain in the bill the amounts that have been estimated.

Mr. PADGETT. Put back the \$65,000,000 and take this out?

Secretary DANIELS. Yes.

Mr. BRITTEN. And simply authorize these 38 ships under the additional appropriation?

Secretary DANIELS. In the increase of the Navy.

Mr. PADGETT. That would just prevent the reduction of the \$65,000,000 that you spoke of?

Secretary DANIELS. It would require the whole of the estimate that has been made.

The CHAIRMAN. The Secretary means that no more money would have to be appropriated than what we find in the first draft of the bill, but we will have to rearrange it.

Secretary DANIELS. Of course.

Mr. BRITTEN. And we merely provide that the 38 ships be completed in three years.

Secretary DANIELS. Yes.

Mr. BROWNING. Then, Mr. Secretary, for instance, in the increase of the Navy, construction, and machinery, there was recommended in the first place \$100,000,000, and Admiral Taylor told us that amount could be cut to \$52,000,000. Do I understand that with the increase of the Navy that you propose instead of appropriating \$52,000,000 to appropriate \$105,000,000?

Secretary DANIELS. Yes; because Admiral Taylor's statement was not that you would save any money by this, but you would postpone the appropriation.

Mr. BROWNING. I understand that.

Secretary DANIELS. I think we can take \$105,000,000 and authorize these ships to round out the Navy.

Mr. BROWNING. And torpedo boats, \$23,000,000.

Secretary DANIELS. I think we could get along nicely with \$12,000,000.

Mr. BROWNING. Ammunition, \$3,500,000, is cut in two.

Secretary DANIELS. We would have to redistribute the amounts under "Increase of the Navy."

Mr. BROWNING. And get it back to what was originally asked?

Secretary DANIELS. Yes.

Mr. KELLEY. If we stretch out the old program as suggested by Admiral Taylor?

Secretary DANIELS. Do you think, Mr. Kelley, you ought to say as suggested by Admiral Taylor?

Mr. KELLEY. He consented to it.

Secretary DANIELS. As trying to meet the desires of the committee; yes.

Mr. KELLEY. Will that interfere with the employment of any considerable men in the navy yards?

Secretary DANIELS. I think that it would, and I think that his understanding was that we would delay the construction of these

The following additional instructions contained in the fleet standing orders indicate the necessity for certain military characteristics:

"Superiority over the enemy cruisers must be gained in a position advantageous to torpedo fire before a torpedo attack by light cruisers against the enemy's main battle line can meet with much success.

"Light cruisers should assist the scout cruisers in watching the movements of the enemy fleet and enemy ships which might be suspected of laying mines."

The military characteristics herein set forth have been obtained from an analysis of the duties of light cruisers and mine-laying light cruisers.

It is believed that the military characteristics specified below can be obtained on a displacement of about 5,000 tons. On this displacement a maximum speed of 30 to 32 knots should be obtained; a radius of action at 15 knots as great as 6,000 miles; a battery of six or more 6-inch guns and two or more triple torpedo tube mounts. It appears that at least four triple tubes can be carried.

As a matter of interest and to show the uses of light cruisers of the character indicated, there is appended herewith a statement as to the uses and accomplishments of light cruisers in the battle of Jutland.

There is also in this connection a memorandum herewith of the uses and accomplishments of destroyers in the battle of Jutland, of which five were flotilla leaders.

#### MINE-LAYING LIGHT CRUISERS.

1. The lessons of the past war indicated the great importance of the mines.

2. The design of mine-laying light cruiser contemplated is a vessel having the same characteristics as the light cruiser, as regards speed, displacement, and radius, but by the sacrifice of certain gun power the type is enabled to carry a considerable number of mines. Such a type of vessel will be most valuable in a naval campaign.

The second installment is rather a long and elaborate statement; but it is a very clear analysis of what the naval experts, or some of the naval expert—when I say "naval experts," I always say "some" naval experts, because I find that naval experts do not agree—think about the use of light cruisers in the Battle of Jutland; and I do not know whether you wish me to read this or not. It is rather long; but it gives the best opinion of operations on the accomplishments and value of light cruisers as shown in the Battle of Jutland.

THE CHAIRMAN. Do you desire to have that inserted as part of the hearing of last Saturday?

MR. BRITTEN. No; at this time.

Secretary DANIELS. Yes; I should like to have it inserted at this time.

(The statement referred to is as follows:)

#### THE USES AND ACCOMPLISHMENTS OF LIGHT CRUISERS IN THE BATTLE OF JUTLAND.

The British had 26 light cruisers in the grand fleet in the Battle of Jutland. Of this number 12 were with Jellicoe and 14 with Beatty.

Those with Jellicoe had the following duties during the sweep which preceded the battle:

Four accompanying the battle fleet to repeat signals.

One flagship of the three destroyer flotillas which formed the antisubmarine screen for the battle fleet.

Five on a scouting line 3 miles ahead of the battle fleet.

Two accompanying the third battle cruiser squadron, which was 20 miles ahead of the battle fleet.

The light cruisers with Beatty had the following uses:

One acting as flotilla leader for the 10 destroyers which screened the first battle cruiser squadron.

One same duty for the fifth battle squadron.

Eleven on a scouting line 8 miles to the southeastward of the first battle cruiser squadron.

One acting as a linking ship between this scouting line and Beatty.

The Germans used 11 light cruisers with the high-sea fleet; 5 were with the scouting force under Hipper; 6 were with the main body under Scheer. These vessels were used for the following purposes:

Four formed a scouting line to the northwestward of Hipper.

One acted as flagship for the two destroyer flotillas with Hipper.

Five accompanied Scheer.

One acted as flagship for three destroyer flotillas with Scheer.

At 2.20 p. m. the *Galatea*, the ship on the eastern end of Beatty's scouting line, reported to Beatty and Jellicoe that German light cruisers had been sighted.

At 2.30 p. m. Hipper received a report from his light cruisers that British light cruisers and destroyers had been sighted.

At 2.35 the *Galatea* reported the smoke of the German battle cruisers; Beatty did not sight them until 55 minutes later.

The first and third light cruiser squadrons formed a screen before Beatty as he advanced toward the Germans. "In this respect the work of the light cruiser squadrons was excellent and of great value." (Beatty.)

At 4.15, about one-half an hour after the action between the British and German battle cruisers had commenced, the German light cruiser *Regensburg* led 15 German destroyers in a torpedo attack on the British battle cruisers. In a fight with British destroyers between the lines the *Regensburg* crippled the British destroyer *Nestor* and did much to break up the attack of the British destroyers.

At 4.38 the second light cruiser squadron, which had taken station in advance of Beatty, reported the German main fleet in sight and standing to the northward. Four minutes later Beatty saw the main fleet himself and turned about to avoid coming under their fire. The second light cruiser squadron stood on to within 13,000 yards of the leading German battleships, and "in spite of a very heavy fire clung tenaciously to these ships and forwarded several reports of their position and movements." (Jellicoe.) "Southampton's reports were most valuable." (Beatty.)

At 5.36 the light cruiser *Chester*, accompanying the third battle cruiser squadron of Jellicoe's force, sighted the German light cruisers at the head of their battle line, and tried to push through to get more information, but was driven off by four German light cruisers; these in turn were compelled to retire before the fire of the third battle cruiser squadron and that of two armored cruisers—the *Defense* and *Warrior*. However, as the German light cruisers retired, they fired a number of torpedoes at the British battle cruisers; no less than nine passed through the line of the third battle cruiser squadron, the vessels of which changed course in opposite directions to avoid them, thus breaking up their formation at a critical time. At about the same time the same German light cruisers drove off four British destroyers, sinking one of them—the *Shark*—and thus protected their battle cruisers against torpedo attack. During this fighting one of the German light cruisers—the *Wiesbaden*—was crippled by gunfire and hit by a torpedo, but notwithstanding the fact that it later came under the fire of a large part of the battle fleet it actually remained afloat until the next morning, and then probably was purposely sunk by the Germans.

At 6.30 p. m. the third light cruiser squadron advanced to within 7,000 yards of the German battle cruisers and fired torpedoes; one of them probably hit the *Lutzow*, the only German battle cruiser lost; the British light cruisers received no damage in this daring attack at short range.

From 6.30 to 7.30 the Germans made three important torpedo attacks on the British battle fleet with their destroyers. The light cruiser *Rostock* led one or more of these attacks and light cruisers accompanied them to within 6,500 yards of the British battleships; the light cruisers were an important factor in these attacks, which certainly saved the German high sea fleet from a decisive defeat. Despite the short range at which the light cruisers fought, no important damage was sustained by them.

Admiral Jellicoe ordered the fourth light cruiser squadron to repulse the last German destroyer attack, and the destroyers were compelled to retire before they even saw the British battle fleet, the visibility being poor at this time. During this attack the vessels of the fourth light cruiser squadron avoided at least six torpedoes. The second light cruiser squadron also took part in the repulse of this attack and sank one German destroyer.

At 7.58, the Germans having disappeared in the mist and smoke, Beatty ordered the "first and third light cruiser squadrons to sweep to the westward and

locate the head of the enemy's line." The light cruisers soon found the Germans, and the action was renewed for a short time.

At about the same time the fourth light cruiser squadron supported an attack of the eleventh flotilla on the German battle fleet; the destroyers were beaten off by the five German light cruisers of the fourth scouting group, but the British light cruisers penetrated to within 6,500 yards of the German battleships and fired torpedoes; one torpedo explosion was heard. Although the British light cruisers were under a very heavy fire from the enemy battleships only one ship was hit—the *Calliope*; although hit by one large shell and a number of smaller ones this vessel still "retained her fighting efficiency."

The British light cruiser *Falmouth* was the last vessel to see the Germans during the day action.

At about 10.30 p. m. the second light cruiser squadron (four ships) engaged the fourth scouting group (five ships) of the high sea fleet; the British light cruisers *Southampton* and *Dublin* were both hit by many projectiles but were not materially damaged and were able to keep in formation; on the German side the very small and old light cruiser *Frauenlob* was sunk by a torpedo fired by the *Southampton*.

At about 11.30 p. m. the British fourth destroyer flotilla attacked German battleships screened by light cruisers; the light cruisers proved very effective in cutting off the attack, as probably no torpedo hits were made on German battleships, while four British destroyers were sunk and two damaged severely. The German light cruiser *Rostock* was torpedoed and, as her speed was reduced, was deliberately sunk by the Germans to prevent her from falling into the hands of the enemy. The light cruiser *Elbing* was damaged by a collision with a German battleship and was sunk by the Germans.

At about 2 a. m. the twelfth flotilla attacked German battleships. "Our destroyers," says Jellicoe, "were then forced to withdraw by the enemy light cruisers, which were in company with the battle squadron."

During the day action the four light cruisers attached to the battle fleet as screening ships "carried out their duties with remarkable rapidity and accuracy under difficult conditions." (Jellicoe.)

During this action the few light cruisers lost is remarkable. On the British side none were lost. On the German side only one was sunk in actual battle; this was an obsolete vessel which was hit by a torpedo; of the other three, one was severely damaged by gun and torpedo fire during the day action, but only sank the next morning, and then it was probably sunk deliberately by the Germans; the other two were deliberately sunk by the Germans after they had been so badly damaged that they could not proceed with the rest of the fleet; one of these had been hit by a torpedo, while the other had collided with another German ship.

The uses made of light cruisers during the battle were:

1. To scout for and report the position and disposition of enemy forces.
2. To repulse day destroyer attacks.
3. To repulse night destroyer attacks by screening battleships.

Four screening the third battle cruiser squadron, which was 20 miles ahead of the battle fleet.

The destroyers with Beatty were stationed as follows:

Ten screening the first battle cruiser squadron of four ships.

Six screening the second battle cruiser squadron of two ships.

Nine screening the fifth battle squadron of four ships.

Two on other duty not specified.

The Germans had 7 flotillas of destroyers; there were normally 11 destroyers in each flotilla; this gives a figure of 77, but possibly a few of them were absent at the time of the action. Two flotillas were with the scouting force under Hipper, while five were with the main body under Scheer. Some or all of the German destroyers probably formed an antisubmarine screen about the battleships and battle cruisers.

At about 4.08 the British destroyer *Landrail* reported that a submarine's periscope had been sighted. At this time the *Landrail* was on the engaged side of the *Lion*, which had been firing for 20 minutes at the German battle cruisers. "Though causing considerable inconvenience from smoke," says Beatty, "the presence of *Lydiard* and *Landrail* undoubtedly preserved the battle cruisers from closer submarine attack."

At 4.15 12 British destroyers advanced to attack the German battle cruisers; at the same time 15 German destroyers and the light cruiser *Regensburg* advanced to attack the British battle cruisers. The destroyers met between the lines and a sharp fight at short range ensued. One German destroyer was sunk by a torpedo, and another by gunfire of the British destroyers; two British destroyers were crippled by gunfire and were later sunk.

The action between the destroyers prevented either side from firing torpedoes with the best results; the Germans fired a number of torpedoes at the fifth battle squadron, which, passing through the line, forced its ships to maneuver to avoid being hit. The British destroyers fired about 12 torpedoes at ranges between 6,000 and 8,000 yards, some at the battle cruisers and some at the German battle fleet, which appeared soon afterwards. Although many torpedoes passed through the lines of German ships, it is probable that no hits were made; however, the German battle cruisers were forced to use their secondary batteries against the destroyers, thus interfering with the fire of their main batteries, and were compelled to maneuver to avoid the torpedoes.

At about 6 p. m. the four destroyers accompanying the third battle squadron attacked the German light cruisers at the head of the line, but were driven back with the loss of one boat and with serious damage to another. Their advance, however, caused the German battle cruisers to turn through 180° and to withdraw from the action for some minutes. At about the same time, the destroyer *Onslow* advanced from a position near the first battle cruiser squadron, torpedoed the crippled light cruiser *Wiesbaden*, and fired the rest of its torpedoes at the German battle cruisers; then it was crippled by gunfire and was able to take no further part in the action.

At 6.08 Admiral Jellicoe, then just coming into range, ordered the three flotillas which had been screening his battleships to concentrate on both flanks of the line of battleships.

To illustrate the importance of destroyer attacks during a day action, it is only necessary to quote from Admiral Jellicoe's statement concerning the deployment of the battle fleet. "My first and natural impulse," he says, "was to form on the starboard wing column in order to bring the fleet into action at the earliest possible moment," but that this could not be done because "it would be suicidal to place the battle fleet in a position where it might be open to attack by destroyers during the deployment, as such an event would throw the fleet into confusion at a critical moment."

At about 6.30 German destroyer flotillas advanced inside the line of their battleships and fired torpedoes at the British battleships and battle cruisers. No less than 12 torpedoes were sighted from 6.40 to 7.10 p. m., one of them hitting the *Marlborough*. This ship was able to keep position during the day action, but falling out during the night caused an entire division of battleships to lose contact with the battle fleet, thus reducing Jellicoe's force at a critical time.

At 7.15 two German flotillas, supported by light and battle cruisers, advanced to attack the battle fleet to cover the retirement of their own forces, which were now hopelessly outnumbered. This attack was pushed home to within 6,500 yards of the British battle fleet, the boats firing a large number of torpedoes. Although covered by the fire of a large part of the battle fleet, only one destroyer was sunk.

It was in order to avoid this attack that Jellicoe turned 45° away from the Germans and continued on this course for 10 minutes, opening the range about 750 yards. As the Germans were running almost directly away from him at his time this turn of Jellicoe away from them allowed Scheer to break off the action. Despite the turn of the British away, at least 15 torpedoes passed through the line; but as they were at the end of their run and running slowly, the ships were maneuvered to avoid them; this maneuvering, however, threw a large part of the British line into confusion.

At 7.25 p. m. two more German flotillas attacked and got to within about 1,000 yards of the battle fleet, but were then driven back with the loss of two boats by the fire of the entire battle fleet and a large number of British light cruisers and destroyers. While they were unable to fire torpedoes effectively, they greatly delayed the advance of Jellicoe in the direction of the German battle fleet.

During the night many British destroyers attacked the high-sea fleet. From the latest reports it seems probable that they succeeded in torpedoing only an old battleship, the *Pommern*, and a light cruiser, the *Rostock*. However, there is a possibility that other and more valuable ships were hit, as has been repeatedly claimed by the British.

All the German destroyers searched for the British battle fleet during the night, but were unable to locate them.

Destroyers and flotilla leaders were used during the battle as follows:

1. To make day torpedo attacks on light cruisers, battle cruisers, and battleships. 2. To make similar night attacks. 3. To act as an antisubmarine screen during the day. 4. To act as an antidestroyer screen during the night. 5. To repulse torpedo attacks by destroyers during day and night.

In order for destroyers to operate efficiently, a larger ship must be used to direct their movements. Such a leading ship should have good facilities for communication by signal and radio, quarters for a staff, good range finders, and speed equal to that of the destroyers. During this battle flotillas were led by flotilla leaders and light cruisers; later only flotilla leaders were used, thus showing the suitability of this type. A light cruiser should be used as the flagship for a quadron of three flotillas.

Secretary DANIELS. I do not know, Mr. Chairman, what you would like to have me take up next; I have several matters which I wish to bring up; I do not know whether they should come up now, or whether there is some special subject you wish brought up now.

The CHAIRMAN. You may proceed in your own way, Mr. Secretary. We can take up personnel at such time as you see fit.

#### NAVAL RESERVE FORCE.

Secretary DANIELS. Well, if it be your purpose to take up personnel now, I should like to make a statement about the necessity of training naval reserves.

The naval reserve was the salvation of the Navy during the World War. We could not have carried on the war if legislation empowering the department to enroll qualified men in the reserve had been lacking. As far back as the naval appropriation bill of March 3, 1915, upon the recommendation of the Secretary of the Navy, Congress enacted legislation creating a naval reserve. It was thus an instrument ready to be used long before we entered the war. In operation, it was found to need changes and improvements, and the present Naval Reserve Force law was evolved and included in the naval bill of August 29, 1916, but it was not until the need was pressing and we entered the war that it became a large and powerful naval agency. Indeed, when we entered the war in April, 1917, our main reserve was small and was composed largely of the Naval Militia or National Naval Volunteers, numbering 12,000.

Enrollment in the Reserve Force started when war was declared. By April 1, 1918, one year later, 85,473 reserves were enrolled. This force increased until a total of 305,089 men and 30,358 officers was reached. None of these had had any previous naval training though many had technical knowledge that was needed and not a few had some experience at sea. But the Navy, in addition to perfecting its war machinery, had to undertake the training of almost the entire body of this force. It was fortunate for the Nation that there was time to undertake this; but will this be the case in any future war?

Emergencies arise without much warning, and the only safety lies in preparedness. The Reserve Force constitutes an essential element of preparedness and is had at a minimum expenditure of money.

A large reserve is necessary. When the emergency arises it is too late to undertake to train the necessary number of men. We could not have manned the ships and carried on the last war without the reserves. They deserve the highest praise and commendation. The officers commanded battleships, cruisers, patrols, etc. Some of them ranked high as engineer officers, both afloat and ashore. They filled specialist billets of all kinds. Practically the entire aviation force was composed of reservists. The enrolled men were assigned duties side by side with men of the Regular Navy.

Before the creation of the present reserve law the only training in peace time of reserve personnel was the Naval Militia. The militia, although federalized, supplied only a small reserve—about 12,000 when war was declared. This number was entirely inadequate to meet anything like the necessary war time activities, such as providing personnel for combatant ships, auxiliaries, aviation, technicians, etc. The enactment of the naval reserve force law was a wise provision on the part of Congress. In the event of war it is estimated that there will be required 100,000 men for the combatant ships and the same number for the auxiliaries, transports, etc.

We can never in time of peace expect to man all the ships of the Navy. Even if Congress authorized the necessary number it is doubtful if they could be enlisted. We must therefore depend upon a large and efficient reserve ready to be mobilized the instant an emergency arises. These reserves should be given periodic training in peace time to qualify them for duty afloat, because it is the sea-going reserve that is needed. It is not enough simply to have a list of men who have already had sea experience. They must be kept trained, their interest maintained, and be instructed in the new developments and changes in the naval profession.

Before the war it was generally stated that in time of war the merchant service, the coasting trade and Great Lakes would supply our men-of-war with the necessary officers and men. The war fully demonstrated the fallacy of this, both here and abroad. Instead of the merchant service supplying the fleet, the Navy had to train and supply men for the cargo transports and all other merchant vessels.

A fleet of merchant ships as well as of battleships must be available. Battleships alone can not fight a naval campaign. In time of war merchant ships and fighting ships are all part of the great

war machine. The reserve for the combatant ships of the Navy must therefore be obtained from other sources. The best of these are:

(1) Officers and men who have resigned or been honorably discharged from the regular service, and (2) officers and men who take up naval training because of their interest in nautical matters.

Those in class 1 will always return in case of emergency, but this number is not large enough to supply the entire demand. At the present time we have a large force coming under the second classification who constitute a valuable potential asset in that about 18,000 officers and 200,000 men had naval training under war conditions. Provision must be made so that the best of these can be kept interested in the reserve and to induce new men to enroll. Unless such provision is made it is only a question of time when wastage will reduce this number to such an extent that within a few years we will find ourselves in the same condition as prior to our entrance into the present war.

The necessary machinery for enrolling and training the reserves exists in the Navy to-day. We have two large training stations on the Atlantic coast, namely, Hampton Roads and Newport; one in the Middle West, Great Lakes; and, at present, Yerba Buena, on the west coast. A station at San Diego, it is expected, will soon be available.

Upon enrollment, men can be given the preliminary training at these stations and afterwards on board ship. The training on board ship will be given the reserves at such times as will best fit in with their civil employments. Men from colleges and high schools will be eager to take this training and summer cruises.

A reserve enrolled and trained in this way will consist entirely of volunteers, and as far as the Navy is concerned universal training will not be necessary. It will be a medium for distributing information about the Navy and for what the Navy stands. It will assist recruiting for the Regular Navy and many will transfer to it. Even if these men serve only one enrollment, it adds to the number of citizens who have had naval training and so constitutes a valuable naval asset of trained personnel in time of war. The training will benefit the individuals morally and physically. It will teach the young men patriotism, citizenship, and discipline. The cost to the Nation will be small in consideration of the benefit derived.

The present number of reserves is being reduced. Many had no real sea service, came in for patriotic reasons, and are now anxious to return to their civil pursuits; others are transferring to the Regular Navy. During the month of February 269 were so transferred. In the spring of 1921 the enrollments will begin to expire and many will not reenroll; new enrollments must be made and the training of new reservists begun.

The Bureau of Navigation has asked Congress for authority to employ 27,000 reservists. The employment of these men practically constitutes a one-year enlistment. That is an attractive feature that will appeal to many young American boys who hesitate taking an oath to serve two, three, or four years. Many, no doubt, will be attracted by the naval life and its opportunities and transfer to the Regular Army, but even if the entire 27,000 leave at the end of

each year this large turnover will result in giving a large number of American youths the necessary naval training to make them a valuable asset to the Nation in an emergency.

One method of carrying out a training course for the Reserve Force is to establish two summer camps on the Atlantic coast, one at Hampton Roads, Va., and one at Newport, R. I.; one in the heart of the Middle West, at Great Lakes, Ill.; and one on the Pacific coast, at Yerba Buena, Calif., these camps to constitute summer schools for boys between the ages of 16 and 20 years. The necessary facilities exist at these stations. The boys who take this course should be enrolled in the Reserve Force so that the department will have some hold upon them.

Such training will be along the lines of the Army summer schools and this national naval experience can be economically obtained. It would utilize some of the spare time of these young men, which would prove of great benefit to them, to the Navy, and to the Republic. The benefit to the boy results from the cultivation of health, physical development, and subservience to discipline. To the Navy the benefit comes from the spread of knowledge of the service, its work and ideals. To the Republic the benefit is in the dissemination of national ideas, the broadening of their viewpoint, and better citizenship.

Naval summer schools of this character would appeal to many parents interested in finding out-of-doors occupation for their boys during the summer months. The summer camp or military school is too expensive for the average boy. Such schools would interest large numbers of people in the Navy and many would probably later enlist. All this training would be a valuable naval asset and the general result would affect the public good.

The CHAIRMAN. Before you start on another subject, does any member of the committee desire to ask any question on the subject of the Naval Reserves?

Mr. KELLEY. What is the amount of money estimated to be required for the Naval Reserves during the coming year?

Secretary DANIELS. The Bureau of Supplies and Accounts is working that out now, Governor, and will insert a statement in the hearings of Admiral McGowan.

Mr. HICKS. In regard to these summer camps that you speak of, just what do you estimate that it would cost to maintain those?

Secretary DANIELS. If we should establish three schools and secure an attendance of 6,000 young men, the Bureau of Navigation has estimated the cost at \$525,000. You see we have at Hampton Roads, Newport, and the Great Lakes all the facilities.

We have had letters from chambers of commerce, educators, and others, inquiring whether there was any opportunity for young men to come in and get the summer training.

Mr. HICKS. Does your plan contemplate the States cooperating with the Government in regard to the defrayment of any part of the expense?

Secretary DANIELS. I do not think we can expect that this year.

Mr. HICKS. The Government, you think, must stand all the expense of uniforms, quartering the men, etc.?

Secretary DANIELS. As to the travel, I think you will find that most of the men would be willing to pay that themselves. As to the

uniform and the support, I think it would be a good investment for the Navy to do it.

Mr. HICKS. How would you tie the men up to the Navy, Mr. Secretary? We would be giving all of this education, etc., to them at Government expense; just how would you establish a bond of interest between them and the Navy?

Secretary DANIELS. We would expect them to enroll in the reserve for not less than one year—a sort of special class of reserves.

Mr. HICKS. One year; that is the point I am getting at.

Secretary DANIELS. To enroll for one year and then we would have them obligate themselves to serve in time of war or when called upon in time of national emergency.

Mr. HICKS. Would you hope that if they served one year a good many of them would continue in the Navy for a year or two longer?

Secretary DANIELS. I think we could fairly trust that a number of them would reenroll or enlist outright in the Navy.

Mr. PADGETT. Mr. Secretary, you were speaking about their paying their own traveling expenses. If they were expected to enroll in the reserve for a period of four years and the retainer pay is \$12 a year, or \$1 a month, do you think it would be a workable scheme to have them pay their own way to go to the training? They are required to train two months out of three years, I believe, under the naval reserve law.

Secretary DANIELS. My recollection is that at Plattsburg attendants paid all of their expenses.

Mr. PADGETT. But that was largely a voluntary matter; whereas this, as I understand it, is where they are to enroll and constitute—

Secretary DANIELS (interposing). A naval reserve—a special class, perhaps. The Navy should be assured of some return.

Mr. PADGETT. An authorized naval reserve under the existing naval reserve law.

Secretary DANIELS. A special class, Mr. Padgett. Of course, I am not averse to paying their expenses to and from the training camps. I am interested, of course, though, in keeping the expenses at a minimum figure.

Mr. PADGETT. I think the Government would have to meet his traveling expenses.

Secretary DANIELS. Well, I think we could well afford to do it.

Mr. BRITTEN. Mr. Secretary, is there not a movement on foot in the Mississippi Valley States that is just a little different in character from the suggestion you are giving the committee now, whereby several thousand boys of from 16 to 20 years of age are to be sent to the Great Lakes? They will pay their expenses to and from the Great Lakes, but be educated in naval training there at Government expense; and if I am correct in that, how is that going to differ from the suggestion you are laying before the committee applying to these other training stations?

Secretary DANIELS. I have talked with these gentlemen. They came down here, or a committee representing them, and I told them that I was heartily in favor of working out a plan. It is not very easy to work out a plan that does not entail a large expenditure, because there are, as Mr. Padgett said, objections to the Government not paying their expenses, and if it does, the burden of expense, of

course, will be large if any considerable number avail themselves of the training.

I am laying this before the committee, not presenting any particular plan, but urging that some may be devised to utilize these large facilities for the advantage of the young men.

I can see very well why, at the Great Lakes and these other stations we might take young men in and train them who are 16 or 17 years old without requiring them to come into the regular reserve, and then if they were over that age we could pay their expenses and they could come in and enroll for a year. It is very difficult to make out a perfect plan; but the principle is so fine that I wish to present it to the committee as a principle and see if we can not have their cooperation in working out the details.

Mr. BRITTEN. Well, the representative of that association—and it was an association formed by various chambers of commerce, taking in all of the Central and Southern States—came before the committee and said that hundreds of pupils now go North every summer; they pay their own expenses and go to some camp in Wisconsin or Michigan for a period of two or three months. The idea this year is to send those same pupils to the Great Lakes Training Station and have them enrolled as reserves. I do not know just what their plan proposes, but in any event he suggested to the committee that they would pay their own traveling expenses.

Secretary DANIELS. Yes; I know he did. But, of course, we could not open it to this association and to these uses unless we opened it to other associations and other uses.

Mr. BRITTEN. That is true.

Mr. McPHERSON. It seems to me that the Navy would not have any control over those boys.

Mr. BRITTEN. Well, if they were enrolled as reserves, the Navy would have control over them.

Secretary DANIELS. I think his original idea was that they would not be required to enroll; but, of course, if we spent a large sum of money we would want them to enroll.

Mr. BRITTEN. And the idea was that if they came to the Great Lakes station, or any other naval station, they would become so imbued with the desire for naval life that they might be glad to enlist in the Navy and go to sea.

Secretary DANIELS. Yes; and in view of the necessity for an appeal to the young men to come into the Navy—an appeal which has not existed very much during the last few years because of the high wages paid outside—we ought to do something, even unusual, to attract these young men; and if the committee felt that we could start in with these schools, we might feel our way and work out a satisfactory plan as we went along.

Mr. BRITTEN. Well, in your figures applying to naval reserves, which you say you do not happen to have with you now, will you ask for a specific appropriation this year?

Secretary DANIELS. Yes; we will have to do that.

The CHAIRMAN. Mr. Secretary, you can not expect to enroll many of those young men in the Navy unless we offer them some attraction in peace times. In war times these young men will enroll, as they did in the World War; but in peace times, you must offer them some attraction.

Secretary DANIELS. That is very true, Mr. Chairman.

The CHAIRMAN. I doubt very much if they will come in if they have to pay their own traveling expenses, which would amount to \$35 or \$40, in order to receive \$40 or \$50 a year.

Secretary DANIELS. I think if you offer them their railroad fare it would be a very good investment.

The CHAIRMAN. At Plattsburg there was no obligation upon any one to serve the Government; the young men went there to take training for a commission.

Secretary DANIELS. To be officers; yes.

The CHAIRMAN. And here it is an enlisted men's school. These young men can hope for nothing until they work themselves along toward commissioned rank; they have no inducement except the desire to serve the Government. It seems to me obvious that we will have to make the inducement great enough, and that the inducement that would be held out to them in peace times would be the amount of compensation they were to be paid.

Secretary DANIELS. Well, would it not be a wise expenditure of money? We wish to have 143,000 men in the Navy. Of course, we have not that many men, and you will probably not appropriate for that many men this year. If we could get these young men to come and train we might very well afford to spend a sum of money in the certainty that we would get a good many, and in the hope that we would get a great many.

The CHAIRMAN. Yes. I am not indisposed to spend some money toward getting a strong Navy; that you may know, because of some communication I have had with you on the subject.

Secretary DANIELS. Yes; I know that.

The CHAIRMAN. But I have other plans in mind, and our minds are not quite in accord upon the matter. I will ask you at some time to give your views very fully upon some measure which I have in view. I will not ask you to do that now, because we have only the appropriation under consideration. However, as you know, I have had under consideration the introduction of a measure which would provide for substantial compensation to young men who would enroll in the Naval Reserves, and make their training at least two months a year on the ships of war. That, in my view, would be an inducement to them. However, we will resume that subject at an appropriate time.

Secretary DANIELS. Very well.

The CHAIRMAN. Let me ask you this question: Have you determined the number of ships to be in commission in 1921, Mr. Secretary? I ask you that question now, because you made some reference to it in your statement with reference to the Naval Reserves. Have you determined the number of ships to be in commission in 1921—or do you indorse the views of the Chief of Operations?

Secretary DANIELS. The Chief of Operations—

The CHAIRMAN (interposing). You indorse the views of the Chief of Operations on that?

Secretary DANIELS. I approve his recommendation. Now, speaking again of the reserve and personnel, some days ago, when some officer was before the committee, some question was raised about enlisting young men 17 years of age and under, and the committee felt, and

very properly felt, that we ought not to enroll mere boys in the Navy or induce them to come in.

I wish to say that any young man who is enrolled in the Navy who is under 17 years of age, must have done so (except in certain classes) by representing himself as 17, and whenever it has come to my attention that a boy was enrolled under that age, I have ordered him discharged at once.

As this is a matter of great interest, I have looked into it pretty carefully; and I have a statement here that I think would interest all the committee:

For a number of years, it was the practice of the Navy Department under existing law to enlist minors for certain ratings between the ages of 17 and 18 years, for the period of their minority, provided the recruiting officer was furnished with the formal attested written consent of parents or guardians; and the applicants possessed the necessary physical qualifications.

When recruiting of volunteers was resumed in the Navy on December 8, 1918, this practice was adhered to. In the cases of applicants for enlistment in certain ratings, principally apprentice seamen, the minimum age limit was 17 years. Other ratings were open only to applicants of 21 years of age and over.

Under normal conditions it is considered most desirable to replace the usual casualties in the enlisted strength by the enlistment of healthy and interested boys of 17 and 18. The normal casualties of past years in times of peace have not been great and the absorption of recruits has not been difficult. It is believed that in times of peace an important mission of the Navy lies in the development of young men, not necessarily into man-of-war's men but into strong self-reliant, ambitious citizens.

The conditions that have existed since the armistice was signed have been most abnormal. Hostilities may have ceased on November 11, 1918, but the war was still on in so far as the Navy was concerned. There remained the appalling task of returning our troops from abroad—and without the assistance of the foreign ships in which many of them were sent abroad—there remained the arduous and hazardous task of sweeping up the North Sea mine barrage, to say nothing of sweeping our own coasts, it was found necessary or desirable to send the Pacific Fleet to the west coast—these and many other activities necessitated the employment of men. In addition there were numbers of ships especially small craft, and many stations that we had to guard until they could be disposed of. Of course, the combatant ships had to be kept up, and their number, far in excess of what it was before the war, was constantly increasing, due to the completion of destroyers, mine sweepers, eagle boats, and tugs. To operate the combatant ships was impossible, and as many of them required repairs and alterations it was found possible to lay up most of them at navy yards. However, demobilization proceeded at a rapid rate. Trained men went out by the thousands, as all but about 40,000 of the 500,000 men were eligible for release, and were clamoring for release. The number of trained men now in the service is about 30,000. It was realized that we must practically start at the bottom and build up our personnel all over and that, with unskilled labor getting \$6 and \$7 a day, our only hope lay in getting the best youngsters possible, weeding out the unfit, and molding the rest into men-of-war'smen. Not only to keep the Navy going in the future, but to prevent actual deterioration of ships in the present we had to have untrained youths to chip and red-lead metal and to grease machinery. No one wished to dilute the enlisted force by the injection of thousands of untrained boys, but circumstances beyond the control of the Navy necessitated our taking what we could get.

After demobilization had been completed it has become evident from the various analyses of enlistments and from reports from ships and stations, that the trained men are not reenlisting but are going into civil life, where their services are in great demand at high wages. The large majority of the recruits that are being enlisted are boys without training. Many of the applicants for enlistment have been under 18, mere boys, who can not be expected to do a man's work after our very limited amount of recruit training. Commanding officers of training stations and ships made frequent reports on the undesirability of these youngsters, and therefore on November 11, 1919, the Bureau of Navigation sent out instructions to the recruiting service that the minimum age for enlistment would be 18 years, except in cases where definite promises had been made to the applicant previous to the receipt of the bureau's instructions.

the effect of this order was to decrease the number of first enlistments, the situation regarding the reenlistment of the necessary number of trained men for the efficient operation, care, and preservation of ships and machinery not improve. Consequently on January 10, 1920, the Bureau of Navigation issued additional instructions to the recruiting service that no enlistments were to be made under 18 years. This is the present practice, and enlistments are made in only rare instances when the parents or guardians of good character urge their enlistment, or where, previous to receipt of bureau's last instructions, an applicant has submitted to an operation at his own expense for the purpose of fitting himself physically for entrance in the Navy, and presents himself for enlistment with written consent of parent or guardian. This percentage is very small.

The condition of the Navy as regards the shortage of trained men, is still serious. There are at the present time less than 30,000 trained men in the Navy out of a total authorized force of 143,000. These men of experience can be enlisted from a spirit of adventure. They require sufficient pay to maintain a living for themselves and their families and they are falling out of this in the Navy. In the meantime, the recruiting service has been greatly expanded but without very satisfactory results. Every known method of inducing enlistments is being used, but the fact remains that trained men will not reenlist until the Government assures them of a reasonable wage. On December 9, 1918, the date on which voluntary enlistments were resumed, until December 31, 1919, there were 63,659 first enlistments. Of these 2, or 65 per cent, were boys under 19 without previous military service. On January 1, 1920, the total enlisted strength of the Navy was 102,688. Of this, on January 1, 1920, 40 per cent of the enlisted strength was composed of boys who had enlisted for the first time during the preceding year and were under 19 at the time of enlistment. No enlistments since the signing of armistice—and for some time before that for that matter—have been made under 17. There is no detailed information available regarding the ages of 41,582 boys who were under 19 upon enlistment. The indications are, however, that the vast majority of these boys were under 18 and in all probability most of them were about 17.

The question of an increase of pay for Navy personnel has been before Congress since last fall, and the department has urged Congress to enact necessary legislation as quickly as possible. On account of the delay in passing the legislation, the department repeated its recommendation. Until the legislation is enacted, it can not be expected that men of qualified ability will enlist in the Navy, nor that many men already trained in the Navy will reenlist. Out of the total of the 30,000 trained men referred to above, about 16,000 will be discharged before July 1, 1920. This loss will be very regrettable, but can not be avoided except by the speedy enactment of legislation now pending.

The attached table shows the effect of department's orders regarding the limit of recruits:

The CHAIRMAN. What was the average number of enlistments per month during the last year?

Secretary DANIELS. It has been over 6,000.

The CHAIRMAN. Do you recall how many have now enrolled in the reserve, Mr. Secretary?

Secretary DANIELS. Two hundred and sixty-one thousand.

Mr. PADGETT. And there are something over 30,000 officers?

Secretary DANIELS. Thirty-one thousand one hundred and fifty-eight officers.

The CHAIRMAN. How much training do you expect to give those reserves?

Secretary DANIELS. The law contemplates that they shall be given three months' training during each enrollment, I believe.

Mr. PADGETT. I believe it is three months out of four years. The enrollment is for four years.

The CHAIRMAN. Then these men that are enrolled in the reserves are enrolled for four years, and you must give them three months' training out of the four years. Do you contemplate giving them some training this year?

Secretary DANIELS. We are waiting to see what action the committee will take as to the Naval Reserves.

Mr. PADGETT. The last naval bill prohibited that training this year.

The CHAIRMAN. Well, it is not compulsory.

Mr. PADGETT. They are compelled to do it if they get that retainer pay.

The CHAIRMAN. Do you know whether they are all accepting that retainer pay?

Secretary DANIELS. Many of them have not been confirmed.

Mr. PADGETT. You will remember, Mr. Chairman, that the last naval bill prohibited the reserves from training during the current fiscal year.

The CHAIRMAN. I understand.

Mr. PADGETT. The theory was that they had been in the war—

The CHAIRMAN (interposing). They had been in the war and should not go back into training. That is what I asked the Secretary moment ago.

Secretary DANIELS. But you see this bill would, of course, begin to operate with the new fiscal year; so that we are waiting for the action of Congress before determining what we will do this year. We can not do anything until the bill, or some other legislation passes.

The CHAIRMAN. Will you insert in the record a statement as to the number of men who have accepted the retainer pay?

Secretary DANIELS. That will appear in the hearings of the Paymaster General.

The CHAIRMAN. Do you find very much pressure on the part of these reserves to leave the service?

Secretary DANIELS. A good many of them are leaving.

The CHAIRMAN. There are a good many applications for discharge from the reserves, are there?

Secretary DANIELS. Yes; a good many.

The CHAIRMAN. I find that to be true, judging from letters coming to me.

Secretary DANIELS. Yes; that is true.

The CHAIRMAN. They are fearful that they will lose their positions in civil life; that is the ground that they base it on.

Secretary DANIELS. I know there are some; but I do not know how many.

The CHAIRMAN. Did you tell us, Mr. Secretary, how many of the 260,000 reserves had had any military training?

Secretary DANIELS. No; but most of them have had some.

The CHAIRMAN. Most of them have had military training; they were in the service, were they?

Secretary DANIELS. They were in the service during the war. Of course, a large number of them were on ships.

The CHAIRMAN. I will ask you to have the Bureau of Navigation inform the committee about how many of these men have had service on ships.

Secretary DANIELS. Yes; I will do so.

Total number of men in Reserve Force Feb. 28, 1920.....	246,134
Number who have served at sea.....	94,155
Total number of officers in Reserve Force Feb. 28, 1920.....	31,158
Number who have served at sea.....	16,043

Mr. MCPHERSON. A reservist who does not accept retainer pay is not compelled to take this training; is that correct?

Mr. BRITTEN. He is supposed to take it.

Mr. PADGETT. I do not know of any penalty imposed for failure to take it; it is their duty to take it; but the only penalty, as I remember it, is that if they will not take it they lose their pay.

Secretary DANIELS. Any of them who have asked to resign have been permitted to do so; so that in reality it is voluntary service.

Mr. KELLEY. Are these men in the reserve enrolled for four years?

Mr. PADGETT. Yes; they are enrolled for four years.

Mr. KELLEY. So that the term of most of them will expire next spring; they started it in 1917, and they will begin to go out next spring.

The CHAIRMAN. May I ask you, Mr. Secretary, to request the Bureau of Navigation to furnish the committee a statement showing the number of men who have been enrolled in the reserve each year during the last three or four years, so that we will see whether, in coming back to peace times, how many young men are enrolling?

Secretary DANIELS. Yes, with pleasure.

#### *Enrollments in Reserve Force.*

August 29, 1916, to December 31, 1916, from 666<sup>1</sup> to 8,813.<sup>1</sup>  
 January 1, 1917, to December 31, 1917, from 8,425 to 92,560.  
 January 1, 1918, to December 31, 1918, from 9,984 to 202,620.  
 January 1, 1919, to December 31, 1919, from 11,311 to 1,096.<sup>2</sup>  
 January 1, 1920, to March 1, 1920, from 112<sup>3</sup> to 344.<sup>3</sup>

Mr. BROWNING. We have not any State naval militia, have we?

Secretary DANIELS. We have one in New York, and I have written a letter to the committee requesting authority, where a State furnishes armories and furnishes money, for the State to have a meas-

<sup>1</sup> Practically all National Naval Volunteers.

<sup>2</sup> Enrollments were stopped in August, 1918. These are men transferred to Reserve Force from Navy.

<sup>3</sup> All ex Navy officers and men.

ure of Federal assistance. The State of Washington, I think, and the State of New York have revived their Naval Militia organizations. The general opinion of the Navy Department is that it is best to keep them as Naval Reserves, and not as State militia, but in New York they have large facilities, and the governor of the State and the senators, and the Naval Militia of the State, wish to have an organization such as they had before the war; and I see no reason why they should not do so.

Mr. PADGETT. There is nothing that prohibits it, is there? All that we did was to withdraw the Federal contribution that maintained them.

Secretary DANIELS. Yes; in the last bill—

Mr. PADGETT (interposing). In the last bill we put in a provision that relieved them from some embarrassment that they claimed to have; I do not recall just what it was.

Secretary DANIELS. In the Senate, I think they put in an amendment saying it should not be forbidden. I think the officers of the Navy felt that we ought not to have any State militia at all; that all ought to be Naval Reserves, but I think it was Senator Poindexter who drew up a provision—

Mr. PADGETT (interposing). Here it is. I will read it:

*Provided*, That no part or parts of any existing laws shall be construed as having discharged from the militia of any State, Territory, or the District of Columbia those members of the National Naval Volunteers who were transferred to the Naval Reserve forces by authority of the act of Congress making appropriations for the naval service which became a law on July 1, 1918, nor to prevent members of the Naval Reserve forces from being or becoming members of the Naval Militia of any State, Territory, or the District of Columbia: *Provided*, That such membership in the Naval Militia shall not interfere with the discharge of duties by such members thereof who are in the Naval Reserve forces.

The whole effect of that is that the States can maintain their militia if they see fit to do so, as they did before we passed the law federalizing them—in 1912, I believe it was.

The CHAIRMAN. Mr. Secretary, there is no obligation upon the part of the Government, as I understand, to train these young men on the ships—those that belong to the Naval Reserve? There is no obligation upon the part of the Government to do that?

Secretary DANIELS. The Naval Militia, do you mean?

The CHAIRMAN. What we call the Naval Reserve. Congress does not make an appropriation to enable them to train these young men on the ships, and therefore they can not receive that instruction: is that correct?

Secretary DANIELS. Well, they came in on the understanding that they would get this retainer pay and would get this training in so many years, and I think we are under obligations to carry out that agreement.

Mr. KELLEY. Have they not had their sea training in actual war, without being required to take it over again?

Secretary DANIELS. Most of them have; yes. And yet if they have no more they will become stale, probably, and—

Mr. KELLEY (interposing). Well, their period of enrollment will begin to expire in another year, will it not?

Secretary DANIELS. Most of them came in in 1918. I should say the very large bulk of them came in in 1918; perhaps 60,000 in 1917

and 200,000 or more in 1918. So they will begin to expire in 1921 and 1922.

Mr. PADGETT. It should be borne in mind, however, that the naval reserve law provides certain inducements and benefits for reenrollment, and for length of service after so many years of continuous service in the Naval Reserve they have certain retirement privileges; and for those reasons many of them, I think, will reenroll in 1921 or 1922, when their time under the first enrollment expires. That was done for the purpose of keeping an organized body distributed in civil life, with the Navy and the Government having a string on them, if I may so speak of it, available for use in case of emergency instead of having just an incoherent mass shifting from season to season.

The CHAIRMAN. A number of them have thought that they might lose their positions if they were called out, and that has caused them to sever their connection with the reserve. Is that correct?

Secretary DANIELS. Yes; that is true of some; and when they have requested it they have been discharged.

But there are a great many of them who feel otherwise. There was a convention here recently of the officers of the Naval Reserve, a splendid body of men, some of whom commanded ships in the war; and they feel a very keen interest in the service; and they feel that, having served so well in the war, the Government should appreciate the potential value of their services and should give them every consideration, so as to keep up their interest in it and enable them to keep up their reserves in all the States; and I think they are right.

Mr. KELLEY. Mr. Secretary, I suppose you have weighed this system over against what probably the chairman of this committee has in mind, or a Naval Reserve connected with the merchant marine, rather than continuing the reserve under existing law?

Secretary DANIELS. Well, we are not taking into the reserve, or not confirming or paying men—

Mr. KELLEY (interposing). What I mean, Mr. Secretary, is to have it in connection with the merchant fleet service.

Secretary DANIELS. I have considered that; but in view of the uncertainty of what legislation is to be enacted with reference to the merchant marine, I have not felt that we could yet go on record on that proposition.

We have established this reserve after long consideration. It was of the very greatest value during the war. It is of great value now; and I think at this time it is wisest to give every encouragement to this reserve; and if the other plan can be worked out better later, we might well consider it then. I do not think we can really establish that until we know what the attitude about the merchant marine is going to be.

The CHAIRMAN. That is what I understood. I know that your views, as well as my own, are toward establishing a strong naval reserve.

Secretary DANIELS. Exactly; and the only question is to determine which is the better way to do it.

The CHAIRMAN. I think we might have hearings on that later on.

Secretary DANIELS. Yes; and I think we ought to take it up with the Shipping Board. Of course, the Shipping Board does not it-

self yet know the policy as to the future, in a large way. We found during the war that all of our theories of the past did not materialize. We expected to draw a reserve from the merchant marine, small as it was, during the war. Instead of that, we had to train men in the Navy for the merchant marine.

Mr. KELLEY. The nature of the fighting would explain that. Our chief business during the war was to get troops to Europe and carry supplies and food there.

Secretary DANIELS. Yes.

Mr. KELLEY. That made our merchant service the predominant thing, and the fighting was not so great. But in ordinary naval warfare, the reverse of that situation would be true. The necessity of transporting two or three million troops 3,000 miles would not often arise.

Secretary DANIELS. You speak of "ordinary naval warfare." We learned in this war that all the theories we had in former wars were changed. If you say an ordinary war—

Mr. KELLEY (interposing). What I mean, Mr. Secretary, is that, in all human probability, that situation where we had to carry two or three million troops to Europe would not be likely to happen in other wars.

Secretary DANIELS. I trust not; but I do not think we can count—

Mr. KELLEY (interposing). If we have any war with another nation (without mentioning any particularly) it would probably be a sea war; and then we would draw the men for the fighting ships from the commercial ships; and that would be the natural place to go to look for your men—men who had the sea habit and sea training.

Secretary DANIELS. I do not think, if we ever had any future war—and I trust that we will not have any—that we could ever depend upon a purely defensive war; and if we should have a war with any country, we would not wish to wait for them to come here.

Mr. KELLEY. Not at all.

Secretary DANIELS. We would, of course, try to keep them away and fight them somewhere else, and therefore we would have to have what the naval experts call logistics; we would have to have our supply of ships that would be needed to move armies—

Mr. KELLEY (interposing). You would have to have your ships, of course. But what you had to do at this time was to carry 2,000,000 troops and all the equipment and supplies for an army to Europe?

Secretary DANIELS. Well, what assurance have we that if we had another war that would not occur again?

Mr. KELLEY. It might occur again, of course.

Secretary DANIELS. Nearly all tacticians and strategists—and I do not assume to be either—agree that if we have a war our country would not wait for the enemy to come here, but we would do the same thing over again; we would pour our men into the country we were fighting against; and therefore the same conditions would exist over again. But that is a matter that is problematical. At the same time, you have got to be able to do those things, if necessary.

Mr. VENABLE. That could not, of course, happen until after you destroyed the sea power of the other nation?

Secretary DANIELS. Of course, if you have the sea power, you, in a large measure, control.

Mr. KELLEY. It seems to me that this war would not be a guide as to the sort of reserve the Navy would require for the future.

Secretary DANIELS. I think you would have to depend upon the same sort of war. You could not depend upon having any particular kind of war; you can not sit down and say you are going to fight a certain kind of war. If you could make your enemy come and fight the way you wish, it would be all right; but you can not do that. And so we can not tell what would happen in looking to the future.

Mr. KELLEY. You think that we can not look to the merchant ships for any men to help supply the Navy in time of war?

Mr. DANIELS. I do not say that. I think we can expect some help, and I think we would be unwise not to keep this reserve and give it every encouragement.

Mr. KELLEY. Well, this is going to cost \$15,000,000, according to the latest figures, apart from any training, with its attendant expenses, overhead, etc.?

Secretary DANIELS. The Bureau of Supplies and Accounts is working out the cost figures now and they will be published in the Paymaster General's hearings.

Mr. KELLEY. You could make this thing so big that the expense would be prohibitive?

Secretary DANIELS. I do not think that will happen. I think, as the chairman has suggested, that a number of men will withdraw every day; and, if we can ultimately have 100,000, it will be about as many as we can reasonably expect.

Mr. KELLEY. If we are going to spend as much as \$30,000,000 or \$40,000,000, it might be of great advantage to the country to spend it in connection with the merchant fleet?

Secretary DANIELS. It might be; and we might work out some arrangement of that kind. I do not think we can do it just now, however.

Mr. PADGETT. Speaking of the merchant fleet, if the policy outlined in what is known as the Greene bill, which passed the House a few weeks ago, and which is now pending in the Senate, should prevail and become a law, the Shipping Board will soon cease to be an active entity, will it not? All the ships are directed to be put into private ownership, and private owners will hardly employ the Shipping Board to operate their business. So the merchant marine would be a private affair in every way, and privately operated, which, I may say, by the way, that I think is proper and which I favor.

Mr. KELLEY. That would not make any difference, with having a reserve service in a privately owned merchant fleet. We could pay these men a certain retainer for Federal service one month, or whatever time was necessary, and hold them in that way just the same.

Mr. PADGETT. But they would hardly want to take men for just one month; they would want men who would ship for a longer period.

Mr. KELLEY. You did not get my idea: The idea I had was that the men in the merchant service would constitute the reserve force, if they enrolled in the naval reserve; and then they could be paid a certain retainer each year by the Government, for the Government's privilege of drawing on them in time of need; and in that way you would supplement their pay in the merchant service.

Mr. PADGETT. That could be worked, of course.

Secretary DANIELS. I do not think, Mr. Chairman, that we are prepared now to determine what we should do about getting reserves for the merchant ships. It is a very big question—

The CHAIRMAN (interposing). Yes; I did not want to divert the attention of the Secretary, because we will take that question up later. Our object is the same, and we are simply taking different routes to reach it.

Secretary DANIELS. I think we ought to have conferences with Admiral Benson and other experts and see if we can work out a better plan than this. But at this time this seems to me the most feasible plan.

I think we owe certain obligations to the men who have come into the reserve, and we are very dependent upon them in case of trouble, because of our small enlistments.

Mr. KELLEY. I agree with you that we will have to wind this up in some proper way, of course taking care of those who have come in with the understanding that they were to have certain benefits. But it seems to me that the experience of maritime nations outside of the United States, having great navies, indicates that the best reserve comes from the merchant service.

Secretary DANIELS. Yes. I think we have to take into consideration all of these questions; and I doubt whether we are in a position to do it now. Certainly, it must be done in the near future.

And my feeling is that we have a reserve which we have established upon certain principles, certain guaranties. I see no other place to secure a reserve from. And these men in the war, these 12,000 men who came in from the Naval Militia, were efficient from the first, most of them; it was marvellous how rapidly these young men learned and how very capable they were. And they have had this experience. Now, I think we ought to carry on the law, and carry it out as it has been enacted and as we presented it to the young men who came into the Naval Reserve; and at a later time we might very well take up the question and work out a better plan, if that can be done.

Mr. PADGETT. It should be borne in mind that when we established this Naval Reserve in the beginning of 1915, and remodeled it in 1916, we did not have any merchant marine, and we had to establish the best plan that we could for the Navy.

The CHAIRMAN. There is no doubt about that.

Mr. PADGETT. We can take up and work out in due process a reshaping of the Naval Reserve to fit in with the merchant marine; but I do not think we can undertake to do it abruptly.

The CHAIRMAN. No. We could have the Committee on the Merchant Marine and Fisheries in consultation with the Naval Affairs Committee, and call the Secretary of the Navy, the head of the Shipping Board, and the Secretary of Commerce into conference. I think a plan could be worked out in that way.

Mr. HICKS. Mr. Secretary, sometime ago one of the officials of the Shipping Board suggested to Admiral Washington a plan for a sort of combined enlistment, in view of the fact that the merchant marine was draining the Navy of its valuable men. That suggestion, as I recall it, was that all recruits, both for the merchant service and for

the naval service, should be enlisted and trained in the naval service itself for one year, receiving the discipline and the training of the Navy during that period. Then when the men are trained and disciplined they would have the option of remaining in the Navy for one or two years more, or of going into the merchant marine; the theory being that the men so trained would give better service to the merchant marine in case they joined that service, because of the discipline and training of the Navy, and also it would tend to prevent this competition which is now so injurious to the Navy. It would also build up a very efficient Naval Reserve.

What, in general, would you think of that plan, Mr. Secretary?

Secretary DANIELS. There is no doubt that it has very many advantages, particularly in the line of discipline; and if the merchant marine were a Government function entirely and was to remain so, this Congress could legislate upon it. But if the Government is going out of the merchant marine business and we are to have only private ownership and operation, there are some difficulties about it. This whole question is, I think, one of the biggest questions before us.

The CHAIRMAN. Yes; it is.

Secretary DANIELS. And I am keen that we should have a merchant marine strong and powerful. I am not averse myself, if necessary, to the Government itself continuing in the merchant-marine field for some time with the ships that we have; but as to whether it should be done by the Government or by private citizens to me is secondary; the great thing is that it should be done in the most efficient way. Of course, the Navy has suffered because the Shipping Board and the private owners of merchant ships, in their earnest desire to get competent men, have drained the Navy of many of its very best noncommissioned officers. They would take men to whom we were paying \$125 a month—and those men are really the backbone of the Navy—and pay them often \$300 or \$400 a month to be captains of their ships; and I could not blame those men for going. That competition has for a time injured the Navy.

Mr. HICKS. Of course, I can see your point very well, that, with the Navy being a Government function and the merchant marine being a private function, it might be difficult to draft legislation

Secretary DANIELS. I have had for a long time an idea that, as soon as conditions were normal, if we did not have to expend so many millions of dollars to build more and more capital ships and an ever-increasing Navy, the time would come in this country when we would not have a Secretary of the Navy at all, but we would have a Secretary of Marine, and all ships—Coast Guard, lighthouse ships, naval ships, transports, and any ships the Government had should all be under the control of a Marine Department of the Government. Then you could man all the ships from the same personnel.

Mr. PADGETT. That would have to be under Government ownership of the merchant marine?

Secretary DANIELS. That would have to be under Government ownership of a part of the merchant marine.

Mr. PADGETT. How would you man that part of it that was not under Government ownership?

Secretary DANIELS. That is a question that would have to be solved.

Mr. PADGETT. Certainly it would.

Mr. STEPHENS. My idea was that if the merchant marine was taken in as a part of the Navy, it would be run under the direction of the Navy Department and be part of the Navy; the merchant marine would be an auxiliary to the Navy. So that, in case of war, the whole merchant marine would be absolutely in as part of the Navy. And if the merchant marine did not make enough to pay its own expenses, of course that part would come from appropriations through the Naval Affairs Committee; the idea in having the merchant marine as an auxiliary to the Navy would be that they would naturally pay most of their own expenses, in transportation, and so on; but the deficit, of course, would be made up by appropriations. Therefore, we would have then the largest Navy in the world.

Mr. KELLEY. I suppose there would arise some serious objections to doing civilian work with enlisted men and naval officers.

Mr. STEPHENS. They would all be enlisted military men.

Secretary DANIELS. You may remember that in 1913 or 1914 Senator Weeks introduced a bill in the Senate authorizing the Navy Department to take certain fast ships that were not very modern for fighting purposes, and run a mail service and an express service from this country to South America. We studied that plan for some weeks or months, and made a report to the Senate in favor of it; but it did not materialize.

I, myself, much prefer private ownership; I would much prefer private individuals to run the merchant marine—but if conditions so develop that we are in danger in this country of going back to the condition of the old merchant marine when it was at a vanishing point, as in 1910, 1912, and earlier, and the Government has to run through some department merchant ships of its own in order to have the American flag on the seas carrying American goods to the world. I favor some policy that will insure an American merchant marine—whether private or Government owned.

The CHAIRMAN. If you have finished with that subject, Mr. Secretary, will you be kind enough to take up any item in the bill that you wish to discuss?

## CONVERSION OF "KEARSARGE" OR "KENTUCKY."

Secretary DANIELS. Yes. Mr. Chairman, I wish to request that you add to the paragraph, "Increase of the Navy, Construction, and Machinery," the following words:

And the Secretary of the Navy is authorized to expend out of this sum an amount not to exceed \$2,000,000, for the purpose of converting either the *Kearsarge* or the *Kentucky* into a crane and salvage ship.

The reasons for requesting authority to expend this sum out of the appropriation, "Increase of the Navy, construction and machinery," are clearly set forth in the following statement by the Chiefs of the Bureaus of Construction and Repair and Steam Engineering:

To the SECRETARY OF THE NAVY:

1. The building of large capital ships involves hoisting into a ship in one operation heavy weights; notably, turrets, which in the case of ships now under construction can not be reduced below 165 tons and which, to avoid undesirable stripping, may reach 200 or 225 tons, with the possibility of further increases as the designs of ships develop in future. The facilities for hoisting such heavy weights are needed only for a short time as compared with the total time that such a vessel is under construction. The number of such vessels building at the same time in any one shipyard is very limited, so that the large capital investment involved in the provision of a hoisting crane of such large capacity can not be justified as an investment of capital by any one shipbuilder; nor for these extremely heavy weights is it necessary that each navy yard should be provided with its individual hoisting crane of such capacity. As a whole, however, the building of the capital ships throughout the country can not advantageously be carried on without provision for the hoisting of the heavy weights of turrets, guns, machinery, and certain other parts. It therefore, becomes necessary for the Government to undertake the provision of hoisting facilities which can be moved from one shipyard to another along the coast (including private shipyards), as the necessity for their use arises at any one shipyard. In the opinion of the bureaus this can only be satisfactorily accomplished by providing a vessel of special type, capable of proceeding along the coast under its own power, and provided with a hoisting crane of large capacity.

2. The contracts for battleships now under construction provide for furnishing to the contractors such hoisting facilities as the Navy Department may have available, and these facilities will be equally necessary for similar ships at the navy yards. If the Navy Department is to provide hoisting facilities of the required capacity it is essential that provisions be made in the pending appropriations.

3. The proposed crane ship would also be very useful in transporting as-

The CHAIRMAN. Out of the appropriation for increase of the Navy?

Secretary DANIELS. Yes; out of the increase of the Navy appropriation.

Mr. PADGETT. Mr. Secretary, it was stated in the report from the two bureau chiefs which you read that the use of this proposed crane ship which could go from place to place would relieve the necessity for the establishment of such a crane at each navy yard!

Secretary DANIELS. Yes.

Mr. PADGETT. The thought occurred to me that if the heavy piece to be moved was on another ship, and this ship went alongside and lifted it off and put it on the dock, how would they handle it there, unless they had a crane that could pick it up and handle it after it had been put ashore? Would they not have to have a crane at the navy yard to handle the material after it was put ashore?

Mr. BRITTEN. Mr. Secretary, this proposed crane ship is nothing more nor less than a floating crane, which would quickly pick up heavy material and set it in place on a deck where it belongs, or pick it up from the deck when it requires removal from the ship?

Mr. PADGETT. And putting it on shore.

Secretary DANIELS. I think the bureau chiefs have that idea in view.

Mr. BRITTEN. What I had in mind was that a little over a year ago your bureau chiefs came to the committee and recommended an appropriation of \$2,000,000 for a heavy crane—not a floating crane, but a very heavy crane—at the Philadelphia navy yard for handling turrets, big guns, etc., to reduce the cost of construction there.

Secretary DANIELS. Yes.

Mr. BRITTEN. This year they came before the committee and said that the amount of that estimate could be reduced to \$750,000. What I want to know is, in the event that the *Kearsarge* or the *Kentucky* is converted into a crane and salvage ship as proposed in this paragraph, do they still desire that \$750,000 at Philadelphia or at any other industrial yard?

Secretary DANIELS. This is independent of any cranes which Admiral Parks informed you were required.

Mr. BRITTEN. My impression is that this is a subterfuge for that and that this is a much better provision.

Mr. PADGETT. You mean "substitute"?

Mr. BRITTEN. No; I mean "subterfuge"; this is a subterfuge for that.

Secretary DANIELS. This is not a "subterfuge." Since we have been talking about the building of these large ships and the necessity for these large cranes at various yards for use in constructing them, Admirals Taylor and Griffin have been talking to me—and particularly Admiral Taylor—about this matter of a crane ship; and they have said this would be the most economical way to handle it.

Mr. BRITTEN. From what little technical knowledge I have I think this heavy, floating crane would be a very good substitute for use in shipbuilding yards.

Secretary DANIELS. I think it would be a good investment; I think it would be a wise thing to have a crane at Philadelphia.

## PACIFIC COAST NAVAL FACILITIES.

Mr. Chairman, I would like to take up now what is perhaps the most important subject of all, the question of the bases on the Pacific coast.

Mr. BRITTEN. Mr. Secretary, before you proceed, let me ask if you have made your recommendations in accordance with the order in which the items appear in the bill, or have you just taken them up in a general way?

Secretary DANIELS. Just in a general way.

Mr. BRITTEN. Yes; I understand.

Secretary DANIELS. Since a Pacific fleet has been established, consisting of half of our modern units, the inadequacy of the Pacific bases, although always realized, has become strikingly apparent. The Pacific fleet alone is much larger than the whole fleet which sailed from San Francisco harbor in its famous trip around the world.

Adequate docking and repair facilities are absolutely necessary to permit a fleet to maintain itself in efficient condition. There are at the present time but three completed drydocks on the Pacific coast capable of taking the battleships now building—one at Panama, one at Pearl Harbor, and a commercial dock in San Francisco Bay.

The subject of Pacific coast bases has been reported upon by the Helm Commission, and by the Parks-McKean Board, and their reports are doubtless familiar to the members of the committee. The Helm report, which is very exhaustive and valuable, has been printed, with maps, as a public document. The recommendations by Admirals McKean and Parks and Commander Hilton, made after a personal inspection last summer, will be found as an appendix in the report of the Secretary of the Navy for 1919.

Before I enter upon a discussion of the proposed development of Pacific bases, I desire to invite your attention to the distance some of our possessions extend beyond the continental limits of the United States. Alaska, a country with a wonderful future, depends primarily upon the Navy for its defense. This is also true of the Philippines which are 7,000 miles distant from San Francisco. Regardless of what may be the political future of these islands, this country will always be charged with the moral responsibility of their welfare. Hence, even the most cursory estimate of the situation in the Pacific points to the necessity of bases suitably located to enable our fleet to move at will in the area bounded by our possessions.

From a careful study of the reports and of the general situation, I recommend the immediate development of bases in the Pacific as follows:

Pearl Harbor to be developed as a supply base for the vessels of the fleet with facilities for repair and routine upkeep of these vessels.

Guam to be developed to an extent that will permit of its serving as a fueling and repair station for vessels bound to the Philippines. The distance from Honolulu to Manila, 5,500 miles, is too great to permit of certain types of vessels making the voyage without refueling en route. Attention is invited to the suitability of Guam as a stepping-stone for our merchant marine in the Pacific.

A navy yard on San Francisco Bay should be developed which will permit of the docking and repair of the capital ships now building. On account of the draft of these vessels, it is considered by naval experts that the attempt to deepen the channel to Mare Island sufficiently to utilize that yard for the repair and upkeep of the great dreadnaughts and battle cruisers is not justified. Mare Island, which made the world's record in destroyer construction during the World War, will always be taxed to the limit as a repair and supply yard for cruisers, destroyers, submarines, and auxiliary craft, and for new construction. It will be needed and there will be more ships there in the future than heretofore, for, though the new navy yard on deeper water is needed for the largest type of ships, even with that yard in operation there will still be less facilities than will be needed for the larger and expanding Navy.

The navy yard at Bremerton should be enlarged to permit of its caring for a larger quota of the fleet. This yard should become one of the main repair and docking yards for capital ships.

The principal drill ground for the Pacific fleet will be off the coast of southern California. To enable it to carry out such drills and maneuvers, a base in the vicinity is necessary. San Diego is admirably located for such a base, and the Navy has been given the land by the city of San Diego.

At San Pedro a submarine base is now in existence, and its continuance and development is recommended.

We should also have a submarine and destroyer base at Port Angeles, Wash., and a submarine and destroyer base on the Columbia River. I request authority to accept from the city of Astoria, Oreg., free from any incumbrances and without cost to the Government, a certain tract of land located at Tongue Point, Columbia River, for use as a site for a navy submarine and destroyer base, which contains 115 acres.

The development of all these bases is necessary for the maintenance of our fleet in the Pacific, and the sums necessary to authorize their early construction are urgently recommended to the committee.

In the course of time a fueling and supply base in Alaska will be necessary, but at the present time the question of a suitable location has not been thoroughly studied, and until this has been done I will not make any specific recommendation.

Criticism may justly be offered if the number of naval bases is unduly increased, especially if no sound strategic considerations govern the increase: but, given an area as large as the Pacific, in which naval operations must be conducted, it becomes essential that there shall be adequate repair and upkeep facilities in more than one or two ports, in order that such operations may not be rendered futile, especially when our obligations in respect to the Philippines are considered. In several of the places investigated by the Navy Department representatives with a view of ascertaining whether conditions were suitable for the establishment of the kind of station strategic considerations demanded, the people of the community have offered sites free to the Government provided the Navy could make use of them. Any tendency to be led astray by such offers must, of course, be checked, but when such offers coincide with the Government's interests it is the part of wisdom to examine them with attention, since they may not continue indefinitely. It is pointed out, too,

that with the present size of the fleet, the physical characteristics of many of our harbors are such as to preclude the mobilization of more than a small percentage of our vessels in any one of them. There is thus an additional reason for developing certain ports for the service of submarines, others for destroyers and light craft, and still others for the heavy types. While I am not advocating the development of any base for the upkeep of a single type of vessel to the exclusion of every other type, it is pointed out that the necessity for increasing the facilities in the Pacific permits of this kind of specializing at present, with the consequent economy that results from any form of concentrated endeavor.

The World War taught us that we needed every navy yard on the Atlantic coast. They more than paid for themselves when the emergency made a greater call for docking, repair, and building facilities than could be afforded in Government and private yards. This was so true that because the Navy not only utilized all its own plants, but 70 per cent of the plants of private shipbuilding establishments, the Shipping Board was compelled under the stress of war to create facilities at heavy expense. We have neglected to develop Pacific naval bases and navy yards. It is not the part of wisdom to delay providing adequate facilities on that coast. The Pacific Fleet as it now exists has a tonnage of over 500,000, and with the mighty capital ships under construction within a few years facilities much greater than I am now recommending will be required.

Mr. BRITTEN. Mr. Secretary, in naming the dry docks on the Pacific coast, you said there were three, and you named one of them at Pearl Harbor. That is quite a distance from our Pacific coast, is it not?

Secretary DANIELS. Yes. There are three on the Pacific capable of taking the ships we are now building. There is one at the Panama Canal. Of course, that does not belong to the Navy; but it is the same as if it did; it belongs to the Government. Then we have one at Hunters Point, in San Francisco Bay, for the use of which we have a contract, under which we guarantee to pay the owners \$50,000 a year for a certain number of years. Then we have one in Hawaii. We have no dry dock or no Navy dry dock on the Pacific coast that will take ships of the size of the *New Mexico*, for example, or take care of ships of the size being built, like the *Maryland* and the *Tennessee*.

Mr. BRITTEN. Then at this time you especially desire the appropriation of \$10,000,000 for the establishment of a base in San Francisco Bay? I think that is very important at this time and should not be neglected.

Secretary DANIELS. Of the highest importance. I think it is the most important step we can take.

The CHAIRMAN. You do not contemplate consolidating Mare Island with the navy yard that would be built in San Francisco Bay?

Secretary DANIELS. No; I do not.

The CHAIRMAN. Well, I am always very greatly interested in any recommendation that you have to make. Has any member any questions on that recommendation?

Mr. KELLEY. I suppose that one point for development about which there is no dispute among the naval officers or anybody else is that at San Diego?

Secretary DANIELS. That is comparatively small, you know; we are not expecting to make any development there large enough to take in these new capital ships that we are building. We are expecting that to be the drill ground, a place for the repair of destroyers, and a base of supplies.

Mr. KELLEY. You recommend developing this station for the smaller ships?

Secretary DANIELS. Yes; for destroyers and ships of that type. I think San Francisco Harbor is the best place for caring for the ships of the larger type, battle cruisers and superdreadnaughts now building.

Mr. KELLEY. But leaving out the question of San Francisco Harbor, there is no dispute at all about the necessity for a station at San Diego, is there?

Secretary DANIELS. No; that has been the policy of the department for a number of years, and I think that is quite essential.

Mr. KELLEY. You recommend that we move the marine railway down to this new ground, do you?

Secretary DANIELS. Down to this new ground at San Diego; yes.

Mr. KELLEY. And accept the land which the city of San Diego gives and build a station there for destroyers?

Secretary DANIELS. Yes.

Mr. KELLEY. But not for submarines?

Secretary DANIELS. No.

Mr. KELLEY. Why can we not place the submarines there also and discontinue the base at Los Angeles or San Pedro?

Secretary DANIELS. Well; the Helm Commission, the Parks-McKean Board, and all the naval officers feel that it is wiser to have that submarine base at San Pedro.

Mr. KELLEY. Well, I have heard that statement made; but I have not heard anybody give any reason for it. Perhaps the reason that convinced you would convince me, if I heard it.

Secretary DANIELS. I will give it to you—

Mr. PADGETT (interposing). The reason assigned heretofore for having San Pedro as a submarine base was that the water conditions permit submerging inside.

Mr. KELLEY. That is, they can submerge at San Pedro right at the base, whereas at the other place they must go out about five miles before they can submerge.

Mr. PADGETT. It is more than that, I think.

Secretary DANIELS. The Helm Commission report went into that pretty fully.

Mr. KELLEY. Well, you do not need to quote that, Mr. Secretary, if you will just give us an abstract of the reasons that appealed to you as making it necessary to start two bases only 80 miles apart.

Secretary DANIELS. We are not starting a base there; we have there.

Mr. KELLEY. How did we get that base there? When did Congress ever authorize development at San Pedro?

Secretary DANIELS. That was a war development.

Mr. KELLEY. Do you remember about that, Mr. Oliver?

Mr. OLIVER. No.

Mr. KELLEY. Was this development at San Pedro made out of a pre-sum appropriation that you had for expenditure in your discretion?

Secretary DANIELS. Yes.

Mr. KELLEY. It would not be a great loss to abandon what we have here?

Secretary DANIELS. We have no large investment there; we have no ship plant; our investment there is very slight and is only for an anchoring base; it is not a base that has cost much money. I was with Admiral McKean, Admiral Rodman, and others in August, and they all say that the conditions are better there than anywhere on the Pacific coast for a submarine base, because the submarines can anchor in and be protected, and they can dive very quickly there, and it is a wiser thing and a more economical thing and better for the Government to have it there than at any other place on the Pacific coast.

Mr. PADGETT. Mr. Secretary, with regard to the submarines coming here and being protected, there is absolutely no harbor there; they would have to build a breakwater, would they not?

Secretary DANIELS. They propose to build a breakwater there.

Mr. KELLEY. That would be a pretty expensive thing, would it not, to make a safe harbor there?

Secretary DANIELS. No; it would not be at all expensive.

Mr. KELLEY. Well, they do not have to do that at all at San Diego, do they?

Secretary DANIELS. That is not so suitable for submarines, so the reports say. We would follow at San Pedro the plans that the Helms worked out. The city of Los Angeles would give us the land—is it tide land—you and I in our sections of the country would consider it water. But when we went to this place to look at it, I said to the mayor, at the suggestion of Admiral McKean, and to the board of Aldermen who were present, "I could not recommend to Congress acceptance of this tide land, because you would put our base under a bluff. If we go there, we must have the high land as well as this tide land." The city of Los Angeles could not give it to us without a vote of the people, and they have had a vote and have offered to give us

was by you brought to the attention of the officials representing the city in the following sent to Mayor Snyder:

"After full consideration and in confirmation of our conversation decision has been reached that it will be necessary for the city to include in its grant to the Navy Department all the high land included in the following limits: Army reservation on the east, Pacific Avenue on the north, the street leading from Pacific Avenue to the shore end of the breakwater on the west, and the present shore line—an area of about 50 acres. This will include all land inside of wire fence and all lots between fence and Pacific Avenue. This is necessary for the proper military protection of the proposed station and to prevent undesirable activities of every kind along our boundary lines. We await your decision in this matter before taking further action toward the acquisition and development of this site."

The limits of the necessary area are definitely laid down. The city officials have taken the necessary action to acquire the additional land, as shown in telegram of October 3, 1919:

"City council to-day took necessary steps to acquire the additional 50 acres more or less bounded on north by United States Army reservations, on east by present shore line, on south by street extending from Pacific Avenue to the shore end of the United States Government breakwater, and on west by Pacific Avenue, and to include same in a tender to United States Government for site for submarine and naval base property referred to; same property you were on when at San Pedro."

3. With this increased area provided, the board is of the opinion that as adequate and complete submarine base—for training, maintenance, and operation of a minimum of 12 submarines under ordinary conditions, and of such design that it can be readily expanded to a war capacity to care for 24 submarines—should be undertaken at once.

4. The board recommended that the development of detailed plans, along the lines of the general studies made, should be developed and that the necessary appropriations should be obtained from the present Congress. For the present fiscal year an appropriation of \$1,500,000 should be requested, the whole to be completed at a cost not to exceed \$5,000,000 in not less than three years.

5. The board recommends further that the present facilities on the municipal pier, and such buildings as have been erected there for the temporary base, should be transferred to the new site as soon as the necessary dredging, piers, and other water-front facilities can be completed.

Mr. KELLEY. That will necessitate the development of a place somewhat like that which we put up at New London, Conn.?

Secretary DANIELS. No; it will not cost so much.

Mr. KELLEY. Well, you are going to have half of the submarines out there, and you will have about the same thing that you have at New London?

Secretary DANIELS. We ought to have a base for submarines on the Pacific just as much so as on the Atlantic.

Mr. OLIVER. Would it result in economy to concentrate those bases?

Secretary DANIELS. Not a very great economy, because you would not have to have any high officers; young officers would take care of the submarines.

Mr. KELLEY. You would have to have the shops, would you not?

Mr. OLIVER. On the Atlantic coast the submarine base is at New London, Conn., and you have no submarine base on the south Atlantic coast, have you?

Secretary DANIELS. We have no place on the south Atlantic coast that is as well located for submarines as San Pedro Harbor.

Mr. OLIVER. So you do not regard that as an absolutely essential requirement?

Secretary DANIELS. No; it is not absolutely essential, but it is very important.

Mr. OLIVER. The very fact you have such a development a short distance away suggests concentration as much as possible?

Secretary DANIELS. The submarines would have to steam several miles out of San Diego Harbor before they could submerge.

Mr. KELLEY. Suppose they did have to steam 3 or 4 miles out in order to submerge?

Mr. PADGETT. My recollection is that it was said they would have to steam out for about 20 miles.

Mr. KELLEY. Suppose they did have to steam out some distance to get to deep water?

Secretary DANIELS. I think there is every reason why we should have a submarine base alone on the Pacific, like we have at New London, on the Atlantic. Before we segregated the submarines and put them at New London we had no place particularly for the submarines; they were stepchildren and nobody looked after them much. And when I was in New London in 1914, I think it was, I found that we owned a very valuable place there. It was idle land that was not used at all; and so I decided to make a submarine base there, and then put Admiral Grant in charge of all submarines. Up to that time the submarines had been simply attached to the destroyer forces, and had no real guiding hand. And, I think, on the Pacific it would be wiser for the Navy to have a submarine base which would be distinctly a submarine base.

Mr. KELLEY. You could have done the same thing by developing it at Hampton Roads, could you not? It would not make it any less valuable a base merely because it was at the same point where other ships had their base, would it?

Secretary DANIELS. It could be done; but in the long run it is better to have a separate base. I say that on the judgment of the Helm Board, the McKean Board, and other naval authorities.

Mr. PADGETT. Then, you are asking for two similar bases, one on the Columbia River and one in Washington?

The CHAIRMAN. At Astoria, Oreg., and Port Angeles, Wash.?

Secretary DANIELS. If you will look at a map of the Pacific Ocean and see the great distance from San Diego to Canada, you will see that it is a very long coast.

Mr. McARTHUR. As a matter of fact, it is about as far from Mare Island to Bremerton, Wash., as it is from Portsmouth, N. H., to Charleston, S. C.

Secretary DANIELS. Certainly.

Mr. McARTHUR. And there is no protection whatever between those two places?

Secretary DANIELS. No protection whatever.

Mr. PADGETT. There is accommodation at San Francisco?

Secretary DANIELS. Yes; at Mare Island, for the smaller ships.

Mr. McARTHUR. Between Mare Island and Bremerton the distance is 850 miles?

Secretary DANIELS. Yes; and with nothing between those points. At Port Angeles, we have a site in view. Admiral McKean and others went with me there, and consider that an ideal place. And the Tongue Point site, near Astoria, Oreg., they also consider an ideal site. You would not need to spend much money there.

Mr. KELLEY. How much money are you asking for in this bill for these new projects?

Secretary DANIELS. \$1,000,000 each for the Port Angeles and the Columbia River base.

Mr. HICKS. I feel that both sites are very desirable.

Mr. McARTHUR. The city of Astoria is offering you a site for the Tongue River base without cost, is it not?

Secretary DANIELS. Yes. Mr. Chairman, I wanted to bring this up this morning; and then I wanted to ask for an executive session of the committee, so that Admiral Coontz and I could come before you and present the plans and views of the department on the Pacific coast situation.

The CHAIRMAN. Very well. Mr. Secretary, I assume that our fleet has gone to the Pacific to remain?

Secretary DANIELS. Undoubtedly.

The CHAIRMAN. As long as America has any war fleet?

Secretary DANIELS. Undoubtedly.

The CHAIRMAN. And it follows, of course, that there must be some preparation made for the fleet on that coast. The most difficult part of it to determine is the San Francisco situation. We have one navy yard there in operation, which has cost us many millions of dollars; and to place another one within 30 miles of that would seem to me like having too great an establishment. I should think we might be able to consolidate them in some way, and save the overhead charges, too. If we had not gone to Mare Island and spent these millions of dollars, perhaps this would be a better proposition.

Secretary DANIELS. That was established many years ago, Mr. Chairman, when the policy of the Navy was to establish their bases as far from the danger of being attacked by sea as possible; and for the ships of that day the draft there was sufficient.

The CHAIRMAN. I have heard this kind of talk about Mare Island Navy Yard and the difficulty of approaching it ever since I have been in Congress. I had hoped that that difficulty would be removed. I will be candid with you about it.

Secretary DANIELS. Well, there is a proposition by Civil Engineer Cox, who has worked out a plan which he thinks would enable us to use Mare Island, after a good deal of dredging. But I know of no naval officer who believes that, with the new type of capital ships, it is adequate, or that dredging can make it wise for us to depend upon it for the big needs in San Francisco Harbor.

The CHAIRMAN. You know that we have been adding something every year to the Mare Island Navy Yard?

Secretary DANIELS. For building. We built the *California* there, and we are going to build the *Washington* there.

The CHAIRMAN. You have built some of our biggest ships at that yard, and done it successfully.

Secretary DANIELS. Mr. Chairman, I do not think we ought to have in San Francisco any new place to build ships; I do not think we ought to duplicate Mare Island. I think we ought to build repair shops and a great dry dock there. That need not be built at once, because we have Hunters Point for a time. But we ought to have in a harbor where we have deep water adequate facilities for our big ships. We have nothing there, and that, of course, is the center of the Pacific coast. We ought not to carry it to the point of constructing the costly plant that you would have to build the ships on; Mare

land and Bremerton are the yards on the Pacific coast in which to build ships.

Mr. BROWNING. Do you want a dry dock at Bremerton?

Secretary DANIELS. I am not recommending it.

Mr. BROWNING. I know, but do you want to have one there?

Secretary DANIELS. Ultimately, of course. As a matter of fact, the weakness of the Navy, and the weakness of America, is the lack of dry docks. During the war we had not a dock on the Atlantic coast that we could put the *Leviathan* in; we had to send her to Panama or Liverpool. We are building dry docks, and we will have to continue to build dry docks; and every dry dock that we build for the Navy is a great thing for the merchant shipping, because we can take it in and do the repairs; we are doing that now wherever they need it; it is a great national asset.

Now, as to San Francisco, I think the building of shops there and a navy yard for repairing, docking, and keeping our ships in good condition is of the highest importance. I do not think we ought to defer it, even if we should not appropriate enough money to provide for a very large construction this year.

There are three or four sites offered us. The city of Oakland has offered us a site. Has the offer of the city of Oakland been brought to the attention of the committee?

The CHAIRMAN. Yes.

Mr. KELLEY. Admiral Coontz spoke of that.

Secretary DANIELS. Did he put before the committee the offer?

The CHAIRMAN. He did not leave a very clear impression on my mind as to the two sites.

Secretary DANIELS. I will insert the offer, Mr. Chairman. There are three or four sites suggested. My objection to naming a particular place is that, unless you named the Oakland site, you would have to pay a very high price anywhere else; and, if you specified inside the harbor, you would need very much more money than if you simply named San Francisco Bay.

[Telegram.]

OAKLAND, CALIF., January 31, 1920.

Hon. JOSEPHUS DANIELS,

*Secretary of the Navy, Washington, D. C.:*

Alameda voted to-day a free 5,340-acre naval base site to the United States Government. We stand ready to deliver site at moment's notice. Majority was 30 to 1.

C. C. ADAMS,

*President Alameda Chamber of Commerce.*

[Telegram.]

ALAMEDA, CALIF., January 31, 1920.

Hon. JOSEPHUS DANIELS,

*Washington, D. C.:*

City of Alameda voted to-day almost unanimously in favor of granting its proposed naval base site to United States of America. Votes, 30 to 1.

FRANK OTIS,

*Mayor of Alameda.*

[Telegram.]

OAKLAND, CALIF., January 31, 1920.

HON. JOSEPHUS DANIELS,

*Secretary of the Navy, Washington, D. C.:*

Oakland Chamber of Commerce congratulates you and Nation on action of Alameda to-day in giving free site for Pacific coast naval base. We felt personal interest and gratification in result, as Oakland chamber was largely instrumental in influencing public opinion in favor of transferring lands to Government. We stand ready to give our services freely in any further moves you desire to make.

WALTER D. COLE,

*President Oakland Chamber of Commerce.*

Mr. PADGETT. The Helm Board made a statement as to the two sides of San Francisco Bay, that on one side they had no land, but had very deep water; on the other side they had no deep water, but had land; they would have to go out a couple of miles in order to reach deep water. And they said that both sides of San Francisco Bay were subject to shell fire from the open sea. Have you given any consideration to that?

Secretary DANIELS. Certainly. Either site would be good. I am in favor of simply providing for a site on San Francisco Harbor, without saying where we would put it, until we had made further study.

Mr. PADGETT. Well, the board said the two sides of the bay had those characteristics. Another thing, the Helm Board made its report before we had this favorite expression, "high cost of living"; and they estimated that the cost of the project they had in mind would be \$40,000,000. I have never known of any commission that included all the costs of a project in their first estimate; and then, as I say, the high cost of living has come on since then and has probably doubled the cost of the work, so that to carry out the Helm Board plan would now cost not less than \$75,000,000, and perhaps \$100,000,000.

Secretary DANIELS. Yes; but their plan was much larger than that which I propose.

Mr. PADGETT. I know that your proposal is just a beginning or just to get ready there; of course, \$10,000,000 is not sufficient to complete the project?

Secretary DANIELS. No; it could not be done for that.

Mr. PADGETT. I remember that when I first went on the Naval Affairs Committee, the channel at Mare Island was 24 feet. They now have 31 feet at low water and 35 feet at high tide. Only last year we dredged off the two projecting points on either side and straightened and widened the channel. Assuming that the cost of the Helm board plan was only \$40,000,000, the interest on that at 4 per cent would be \$1,600,000; and with \$100,000 or \$150,000 a year we could keep 35 feet of water at Mare Island beyond all controversy.

Secretary DANIELS. Well, if that is true, Mr. Padgett, Mare Island would be big enough to keep in repair a certain number of ships; but with all of these ships that we have in the Pacific, you will have to build additions somewhere; and it is best to build them where you have deep water without dredging.

Mr. PADGETT. You have deep water at Bremerton, and with one large dock at Bremerton; with deep water provided at Mare Island, where you have a fine navy yard already built; and with Hunters

**Point to depend on for the still larger work, I think we ought to weigh it very carefully before we adopt any plan for the expenditure of \$40,000,000, or even \$25,000,000 for a new navy yard there, where we have \$29,000,000 already invested.**

**Secretary DANIELS.** Of course, we ought to weigh it very carefully, and we have been weighing it. This report came in and was considered, though not fully, just before the war. Then, of course, when the war came on, we were compelled to spend all the money available on the Atlantic coast. We found that, in any emergency, all of our facilities on the Atlantic, which were thought before the war to be too many, were not adequate.

**You do not want to build at Mare Island or at Bremerton so as to have the whole fleet there; you have not the room. You want a yard at Bremerton, and you want your biggest facilities in San Francisco Harbor. Mare Island can take care of new construction. I would not make this plant a new construction plant at all.**

**Mr. KELLEY.** Is it your idea to build a plant at San Francisco that would take care of the whole fleet at once?

**Secretary DANIELS.** No; not the whole fleet at once, but with the 150 ships that we have in the Pacific fleet, it would have to take care of a good many.

**Mr. KELLEY.** How many would you want it to take care of at one time?

**Secretary DANIELS.** Docking our ships on the Atlantic for the regular docking period keeps our yards at Boston, Portsmouth, New York, Philadelphia, Hampton Roads, and Charleston busy all the time. Now, that same condition exists on the Pacific; and we have larger ships—

**Mr. KELLEY (interposing).** While you started out with the theory of building only a small ship base at San Diego, there is nothing in the nature of the harbor there that would prevent you from building any sort of a base you wanted at San Diego, is there?

**Secretary DANIELS.** San Diego Harbor is an excellent harbor, but it is not big enough. The biggest harbor, the greatest harbor of all, is San Francisco, and that ought to be the chief center of naval activities on the Pacific.

**Mr. KELLEY.** Well, ships going from the Atlantic coast through the Panama Canal and up on the Pacific side would go how far before they got to San Diego? From Panama to San Diego is how far?

**Mr. KETTNER.** Two thousand miles.

**Secretary DANIELS.** About 2,000 miles.

**Mr. KELLEY.** Would it not be of great advantage to have the base at San Diego large enough so that you could take care of battleships? Would there be anything in the nature of the harbor there that would prevent you from using that as a battleship repair station?

**Secretary DANIELS.** I do not think it is suitable for the large battleships.

**Mr. KELLEY.** Why not?

**Secretary DANIELS.** It has not anything like the necessary expanse that we would have—

**Mr. KELLEY (interposing).** What is the depth there?

**Mr. KETTNER.** Thirty-nine feet at lower low tide crossing the bar, and probably 60 or 70 feet inside.

that ought to be deep enough.

What is that depth?

Thirty-nine feet at lower low water across the bar.

Are those the official figures?

Yes; that is official.

Do all the experts agree as to the depth?

I do not think there is any dispute about it. The fact that it is 35 feet, but even the Geodetic Survey will say more than that, but they put it down at 35 feet the figure called for by the Army engineers.

DANIELS. The wish is to have a docking and repair plant and with generous anchorage grounds for the actual repair of ships of the largest type, like the *Tennessee*. San Diego does not possess these facilities and from many standpoints as San Francisco Bay.

LEY. You can repair those at Mare Island Navy Yard if you do not put everything else there at once.

Secretary DANIELS. You can not get them in there.

LEY. I talked with a number of officers at the Mare Island— the commandant, the engineers, and everybody else— and not find a man among them that had any doubt about the fact. It can be kept open to a depth of 40 feet, they say, at a small expense.

Secretary DANIELS. If that is correct—

LEY (interposing). Have you got the reports from Capt. Beach on this question in your department? Will you put in the record Capt. Beach's opinion about this whole situation?

Secretary DANIELS. Yes.

(The following is an excerpt from a conference held at the Mare Island Navy Yard on Sept. 4, 1919, which gives the views of Capt. Beach on the development of Mare Island and the establishment of a docking and repair base on San Francisco Bay:)

I have studied the technical features here, but these I will not touch upon. I will leave that to Commander Cox. The requirements of the General Board of the Navy demand a depth of 40 feet at low water in the approaches to the naval base. According to the report of the engineers as published in the Helm report, there will be no practical difficulty in maintaining a 40-foot channel. The question is one of cost. There is no physical difficulty. Every engineer states that, Mr. Holmes states that, and Mr. Cox, and the Army engineers. To make this navy yard the great base required, you must spend, according to the computations of Commander Cox, \$26,000,000. When you spend \$26,000,000, you have then a 40-foot approach; you already have Carquinez Straits; you can berth your ships; you have your shops; and you have everything, I believe, that the Helm board requires. If you spend \$60,000,000 for a base at Alameda or Hunters Point I don't doubt but that you can make them as perfect, but you haven't got anything more than you have when you spend \$26,000,000 here. That is the way it looks to me. At the same time, I may be prejudiced; this Mare Island spirit may have interfered with my judgment; but I want to state that I believe strongly that this is the site, and I believe I can take up any question and debate it successfully on any point where they say that this station is lacking, but I am going to leave that to Commander Cox.

Mr. KELLEY. He has not been there very long, has he?

Secretary DANIELS. Not very long.

Mr. KELLEY. Not long enough to be attached to that locality, so that his judgment would be influenced by the locality?

Secretary DANIELS. I trust he has become attached to the locality.

Mr. KELLEY. Not so much that he would desire to build there, instead of building at San Francisco, in case the needs of the Government required him to build at San Francisco?

Secretary DANIELS. I think he is a man of good judgment, an excellent man.

But I should say that the whole judgment of the Navy, without an exception, except a few at Mare Island, is that the great base on the Pacific ought to be in San Francisco Harbor, where there would be an abundance of water, and not so far up.

Mr. KELLEY. I suppose that it is because it is down there in the city, where everybody wants to be.

Secretary DANIELS. It is not in a big city; you would not be placing it at San Francisco. It would either be at Oakland, or Hunters Point, or Berkeley, or some other location in the bay. The city element does not enter into it.

Mr. KELLEY. Mr. Padgett says that there is not a sufficient depth of water there; that you would have to dredge it.

Secretary DANIELS. No; on the Oakland side you would have to fill in.

Mr. KELLEY. Mr. Padgett said that on the other side there is no available land; that statement was quoted from the report of the Helm Board, that on one side there was no land and on the other side no water.

Secretary DANIELS. The Helm Board thought it best to go on the Oakland side.

Mr. KELLEY. That is where there is no water, is it not?

Secretary DANIELS. The Oakland side? No; there is water enough there, but on the Hunters Point site there is not much land.

Mr. BROWNING. What do you mean by "the Oakland side"—Alameda?

Secretary DANIELS. Yes. On the Hunters Point side there is land, but it is quite hilly.

Mr. KELLEY. It is rocky and precipitous; there is an immense amount of grading to be done there.

Secretary DANIELS. There is, if you wanted to build all over the face of creation; but if you want to build adequate shops there for the docks, you would have to go in a very short distance

Sec. DANIELS. You would not need to duplicate what you have at Mare Island if you had no bigger fleet than you formerly had on the Pacific; but you have as big a fleet on the Pacific now as you have on the Atlantic. I do not think it is wise to add to those facilities which are now there, but I think we should build the plant in San Francisco Harbor, where there is an ideal place for it.

Mr. OLIVER. Have you thought of recommending any large expenditure at Pearl Harbor?

Secretary DANIELS. Not very large.

Mr. OLIVER. Is not that very important?

Secretary DANIELS. It is very important.

Mr. OLIVER. Our naval activities in the Pacific, in the event of war, would be far from the Pacific coast, would they not?

Secretary DANIELS. I have recommended that. We could have shops there, where we could make some repairs; but it is much better to have those repairs made at San Francisco, generally speaking, rather than have to transport the men and materials 3,000 miles to Hawaii to make them.

Mr. OLIVER. The impression of the members of the committee, so far as I could learn, who visited the west coast was this: That we should continue the development started at San Diego; and that Mare Island was an excellent yard—

Secretary DANIELS (interposing). It is an excellent yard.

Mr. OLIVER. From conversations with naval officers at Mare Island, we concluded there was no need now for large expenditures in San Francisco Bay. We agreed that additional expenditures were necessary at Puget Sound; and that if you found it wise to accept the offer of a site on the Columbia River, and to develop Port Angeles, this would be acceptable to the committee. Further, that if San Diego was developed along the lines recommended, and Mare Island was put in good condition with a good dry dock conveniently near, and Puget Sound was further expanded, so as to care for the large ships.

Secretary DANIELS (interposing). Put a dry dock where?

Mr. OLIVER. At or near Mare Island—such program would meet the immediate needs of the Navy on the west coast.

Secretary DANIELS (interposing). Yes; but the immediate needs of the Navy on the Pacific are so large that we find that we have not enough facilities for the present fleet.

Mr. OLIVER (continuing). If we are building for an emergency, unquestionably it is of highest importance that adequate repair facilities be provided nearer the field of operations.

Secretary DANIELS. Well, we have finished the dry dock at Pearl Harbor. I have asked for additions there; but if you are preparing for operations in the Pacific, you want your fleet in perfect preparation before it leaves this continent.

Mr. OLIVER. Yes.

Secretary DANIELS. In the first place, at Hawaii we have to send out all the skilled mechanics, practically, from this country for even the small work that we have been doing at Pearl Harbor; we have not the men in Hawaii. It costs very much more money. At San Francisco Harbor—

Mr. OLIVER (interposing). Well, as to emergency repairs, if an emergency occurs, you must be prepared to make repairs when you transport the men there?

Secretary DANIELS. Certainly.

Mr. OLIVER. In peace times you may have little activity there; but the Navy must be prepared for any emergency that may arise.

Secretary DANIELS. We are looking out for that. But the big need, the prime need, the future need which we ought not to postpone is a place in San Francisco Harbor, the greatest harbor on the Pacific, where we can get plenty of skilled mechanics, where we can take the ships of this new type that we are building and have them taken care of properly and adequately. That is the opinion of Operations, the opinion of all these special boards, and the opinion of the fleet. I think it is universally the expert opinion of the fleet.

Mr. OLIVER. We find that naval officers who have been to Mare Island with a view of studying its desirability for large repair and construction work are not in agreement with those studying it from afar. The objections they offer are answered by the opinions of officers on the ground. Unquestionably, we must maintain the channel for purposes of commerce, if nothing else; and we were told that the dredging of the channel to 40 feet, was feasible—and if the walls to confine the current were extended, little trouble would be experienced in maintaining the 40-foot depth. We talked with men who had given careful study to the question, and that was the opinion they expressed.

Secretary DANIELS. I spoke to the men out there also. I spent a day at Mare Island, and spent a day with a man who had made a study of it. I talked with Capt. Beach, and I talked with a civil engineer who was not in the employ of the Navy, but who had been employed at Vallejo; and I talked with others there. But their theory was not that we should take these big ships up to the present Mare Island Navy Yard, but that we could dredge this channel, and then we could build some shops at the remote part of the Mare Island property. That would require building, however; we would build a great dry dock there. Mare Island will not do for those big ships unless you build a great dry dock there, and you would have to build almost a new yard at Mare Island. Now, I think it is much wiser to confine our building to a place where we will not have to dredge to get water enough for the big ships and keep Mare Island for the uses that it is equipped for now. They have really more work now than they can do.

Mr. OLIVER. Have you made soundings in San Francisco Bay to ascertain the character of the soil there?

Secretary DANIELS. They have been made.

Mr. OLIVER. It was suggested to the committee some weeks ago that those soundings were not satisfactory.

Secretary DANIELS. Well, if any money is voted, we would certainly go into that very fully and know the character of the soil before we spent the money.

I feel that the wise thing to do is to keep Mare Island as it is, and not to go into a large development, as the Helm Board proposed, but to build the dry dock to keep the big ships in repair and for the regular overhaul down on the bay. I think that is the wisest expenditure of money that we can make.

(Thereupon, at 1 o'clock p. m., the committee recessed until 2 o'clock p. m.)

## AFTER RECESS.

The committee reconvened at 2.30 o'clock p. m., pursuant to recess.

The CHAIRMAN. Now, Mr. Secretary, you may proceed. Mr. Oliver was asking you some questions when we took a recess.

Mr. OLIVER. I am through, Mr. Chairman.

The CHAIRMAN. Then Mr. Kettner, I believe, has something to present.

## SAN DIEGO, (CALIF.), HARBOR DEVELOPMENT.

Mr. KETTNER. Mr. Chairman, seeing that the question of the width and area of San Diego harbor was mentioned this morning, I thought it well to give the official record of the Army engineers. On December 19, 1912, Admiral Dewey, while president of the General Board of the Navy Department, recommended certain improvements for San Diego harbor, which have all been complied with. The United States Coast Pilot, Pacific coast, reads as follows:

The entrance to San Diego Bay lies about 10 miles northwest from the boundary between the United States and Mexico. The bay is the best natural harbor south of San Francisco, and affords perfect protection in any weather. From the entrance, which is about a quarter of a mile in width, it expands to a width of one and a half miles, curving sharply eastward for 5 miles, where it contracts to three-eighths of a mile between San Diego and Coronado. From this point it extends southeasterly for seven and a half miles, expanding to a shallow basin 2 miles wide, through which a well-marked channel leads to a powder factory 5 miles above San Diego.

I will state, Mr. Chairman, that this was the Hercules powder factory, where all the potash was obtained from the kelp along the coast of lower California for the war. [Reading:]

The head of the bay is separated from the ocean by a low, narrow, sand spit which at its northern end expands to a width of 1 mile and is nearly divided by Spanish Bite, dry at low water. San Diego, on the eastern shore, about 5 miles from the entrance, is the principal city on the bay.

Then it goes on down further and says:

The channel is 750 feet wide with 35 feet depth at mean low water.

But it really is 39, because it is scoured and the next report of the Geodetic Survey will show it. [Reading:]

1. A channel 750 feet wide, 35 feet deep at mean lower low water, and marked by a lighted range and by buoys, has been dredged through the bar at the distance. A jetty has been built southward across Zúñiga Shoal a distance of 7,500 feet. The outer 1,800 feet of this jetty is at present submerged.

2. A channel having a least width of 900 feet and a depth of 32 feet at mean lower low water has been dredged through the middle ground north of Ballast Point. These constitute the controlling dimensions to San Diego.

That has also been dredged to 35 feet according to Admiral Dewey's report.

I have the San Diego Sun here, which says:

## HARBOR DREDGING WILL BEGIN SOON.

Dredging of over 1,500,000 cubic yards of earth from three locations along the harbor shore will commence soon, according to reports received to-day. Col. Frederick Downing, Army engineer for the Southern California district, has sent word that the Standard American Dredging Co.'s bid for the work of dredging areas A, C, and F is the lowest received since the opening of the bids Wednesday noon.

That covers all the ground spoken of by the Secretary of the Navy—that is, that widens the channel at the coaling base and makes all those improvements that were immediately necessary. [Reading:]

Area A lies between the bunkers and the municipal pier, area C is on the north side of the municipal pier, while area F is on the middleground near the Government coaling station at La Playa. A total of about 1,624,000 cubic yards of material is to be removed.

The San Francisco Bridge Co., understood to have been an unsuccessful bidder for the dredging work, will start Monday on the work of enlarging the Coronado and San Diego ferry slips.

**Mr. KELLEY.** Did the fleet go into the bay on this recent trip out there?

**Mr. KETTNER.** It did not, but immediately afterwards Admiral Rodman came back and brought the three big ships in, the *New Mexico*, *Idaho*, and *Mississippi*, was it not? And at the same time the ships that brought the Prince of Wales, I believe, around the Horn—that was in there, and two other ships, an Italian ship and a Japanese ship. And in addition to that, the commerce was going on all the time. It did not affect commerce at all.

**Mr. HICKS.** Mr. Kettner, how many of our big battleships do you think could be anchored in San Diego Bay at one time?

**Mr. KETTNER.** Let me read. I think this would be better than if I stated it. This is a letter from Admiral Dewey to the Rivers and Harbors Committee in 1912:

The geographical situation of San Diego, 450 miles south of San Francisco, close to the Mexican border, and the nearest United States port to Panama on the Pacific coast, points to its being a frequent port of call for the Navy as well as for commercial vessels when the canal is in operation. The Navy now has a coaling wharf at San Diego, and the harbor is used as a base for a part of the drills of the Pacific Torpedo Flotilla; the capital ships of the Pacific Fleet are at this date engaged in target practice in the immediate vicinity. The General Board believes it probable that the naval use of this port will increase in the future rather than the reverse. There is room in the inner harbor for at least 16 capital ships in quiet, perfectly protected water, and there is now a limited coast defense.

Since this time Mr. Sherley, while he was chairman of the Fortifications Committee, authorized, and there has been expended over \$1,000,000 in fortifications. So Point Loma, which extends out 6 miles into the ocean, is well protected.

**Mr. KELLEY.** What about this kelp that you mentioned there a while ago?

**Mr. KETTNER.** The lower coast has the kelp, as the Secretary has stated.

The **CHAIRMAN.** That is a little disadvantage, is it not?

**Mr. KETTNER.** It is a little disadvantage to the submarine; yes.

**Mr. KELLEY.** It would not be any disadvantage to the submarine, any more than any other type, if it did not submerge.

**Mr. KETTNER.** I am not a naval officer and I don't know. I want to state that the submarines were stationed there for three years—in fact, stationed there until the time of the war, but the submarine commander that was stationed there always went to Los Angeles to practice, because he would never lose any of the torpedoes. While the submarines were stationed at San Diego he would cruise to Los Angeles and do his practicing, and then cruise back to San Diego.

And I want to state now that, knowing that, I am ready to vote—in fact, I will do everything I can to get the submarine base at Los Angeles. I don't want to be put into a false light. I think the Pacific coast should be protected.

Mr. HICKS. Let me ask you about this stuff. Looking at one of these charts here—I have forgotten which one—it looked to me as though those kelp beds went out into the ocean directly in front of Point Loma and to the north, leaving the southern entrance of the harbor and the coast down toward Mexico free.

Mr. KETTNER. That is right, exactly.

Mr. KELLEY. Why did he go to Los Angeles, then, to practice?

Mr. KETTNER. Well, the sand is sort of spongy, I believe he said, and he saved the torpedoes there.

Mr. KELLEY. This naval officer who had charge of the submarine station there at San Diego, did he complain of the station?

Mr. KETTNER. No; he thought—it was Commander Louis E. Richardson, I believe.

Secretary DANIELS. Louis C. Richardson.

Mr. KETTNER. He stated many times publicly in the presence of our chamber of commerce that San Diego is the best submarine base in the United States.

Mr. KELLEY. Then they simply had to go outside and either go one way or the other to practice submerging out in the ocean where they know it is deep and there are no weeds.

Mr. KETTNER. No; he went to San Pedro to save the torpedoes. He said the sand was spongy and the torpedoes would bounce, and they would seldom lose a torpedo.

Mr. HICKS. I think you will find, Mr. Kelley, in the Helm report they say that San Pedro is a better submarine base than San Diego, on account of the absence of swells and on account of the absence of kelp at San Pedro; whereas there is kelp in San Diego, and the ground is not so free from mud at San Diego, which is important in torpedo practice.

Mr. KELLEY. Mr. Kettner put it on a different ground—that they lost the torpedoes at one place and did not in the other.

Secretary DANIELS. The propellers of the torpedoes get mixed up with the kelp. It is the torpedoes that it interferes with, not the submarine itself.

Mr. KETTNER. The submarines never enter the kelp beds. In fact, the kelp beds are so thick that nothing can get in to them.

Secretary DANIELS. The submarine does not get into the kelp, but when they fire the torpedo its propeller gets mixed up with the kelp.

Mr. KELLEY. So in firing torpedoes they have got to steer away from these beds. They might have to steam 30 or 40 miles to find good practice ground. Is that the idea?

Secretary DANIELS. It is much better to have the base at this place and not to have to spend so much money for oil and men to go backward and forward.

Mr. AYRES. It is about 500 miles, isn't it?

Secretary DANIELS. It is a 160-mile trip; 80 miles each way.

Mr. KELLEY. Do you think the oil would be as expensive as a new base up there?

Secretary DANIELS. In the course of years; yes.

**Mr. KELLEY.** In the course of years—you have an annual charge as soon as you get a base going. Your charge is perpetual as soon as you get a new base started.

**Secretary DANIELS.** It is not proposed to establish a large base there.

The **CHAIRMAN.** Now, Mr. Secretary, what have you to present?

#### INVESTIGATION OF COAL IN ALASKA.

**Secretary DANIELS.** Mr. Chairman, in the several appropriation acts recently there has been a provision for using funds out of the appropriation for fuel and transportation for making an investigation of the coal in Alaska, but owing to the fact that we were at war and had all of our officers busy otherwise we have not expended that money and have not made this investigation in Alaska of this coal, and I was going to suggest that this language be incorporated in the bill:

*Provided further, That \$1,000,000 of this appropriation, or so much thereof as may be necessary, shall be available for use in mining coal or contracting for the same in Alaska, transportation of the same, and the construction of coal bunkers and necessary docks for use in supplying ships therewith, and the Secretary of the Navy—*

And so forth.

**Mr. KELLEY.** What page is that on?

**Secretary DANIELS.** That is under fuel and transportation.

**Mr. PADGETT.** That is the same language we had in the bill two years ago.

**Secretary DANIELS.** Almost the same. I called upon the solicitor, who said that the appropriation in the present bill—I was going to send a commission there at once, to Alaska, because it is a very important matter, but the solicitor held that as we had already spent our fuel and transportation fund, I had no authority to do that under the present bill. It is putting in the bill what we have had heretofore but have not utilized.

The **CHAIRMAN.** That is page 92.

**Mr. KELLEY.** You stated yesterday you thought \$10,000,000 would be ample.

**Secretary DANIELS.** That is all we are asking for.

**Mr. KELLEY.** The Bureau of Supplies asked for \$27,800,000.

**Secretary DANIELS.** It is the same as the last bill, except we strike out 1919 and put 1921 in.

**Mr. BROWNING.** Mr. Secretary, last year you had \$12,000,000; this year you are asking for \$10,000,000. Last year there was \$10,000,000 to \$15,000,000 deficit, and the bureau tells us with the ships that have been given them for Operations they want \$27,800,000.

**Secretary DANIELS.** Well, of course, that is one appropriation you never can estimate on accurately. We have so many ships not in commission now that—

**Mr. BROWNING** (interposing). They read a list of the ships.

**Secretary DANIELS.** I hope we can have a must less bill next year than they had last year.

**Mr. KELLEY.** It seems like a tremendous difference of opinion.

**Mr. BROWNING.** Admiral Peoples read us a list of the ships.

Secretary DANIELS. Well, Admiral Peoples had reference to the ships, but we will not do so much steaming next year as we did last year; not nearly so much. We were going across the ocean and going all over the world last year.

Mr. PADGETT. He was speaking about this current year, though that expires on the 30th of June. He said he was going to have a big deficiency.

Secretary DANIELS. This year?

Mr. PADGETT. Yes. You have already spent and obligated, as I understand, this \$10,000,000 that is appropriated for the current year and will have a deficiency.

Mr. KELLEY. Mr. Secretary, we must have heavy reserves of oil. We have been building storehouses all over the world to put the oil in and that must have included the price of that.

Mr. PADGETT. What I was going to ask was if you have a deficiency on the present \$10,000,000 appropriation, how could you get \$1,000,000 for the Alaska proposition out of the same amount next year?

Secretary DANIELS. It is probable that the amount estimated will prove insufficient.

Mr. PADGETT. I don't think you can. I think you would just be delayed again by the same proposition.

Mr. BROWNING. The current appropriation this year is \$12,000,000; it isn't \$10,000,000. They are asking \$10,000,000 for the new appraisal.

Mr. KELLEY. Haven't we got large reserves of oil on hand?

Secretary DANIELS. No; our reserves are very small.

Mr. KELLEY. We have built large storehouses in various places. I don't know just where they have all been built. Are they empty?

Secretary DANIELS. No; we had great difficulty in getting oil, and it is going to be more serious next year. I suppose that sum, Mr. Browning, is too small.

Mr. BROWNING. They are asking \$27,800,000, and they gave us the names of the vessels that would be in commission.

The CHAIRMAN. Don't you recall, Mr. Browning, that I asked them to tell us how many men were necessary to build those ships?

Mr. BROWNING. Yes; you didn't think there would be that number of ships in commission. I don't think so, either. The Bureau of Operations gave them those ships.

Secretary DANIELS. We have a right to make a deficiency.

Mr. BROWNING. Yes; you have got the right under the statute.

Secretary DANIELS. I wish to be as economical as possible with it. I think that is too small, though.

Mr. KELLEY. Does this fuel include the fuel for the stations?

Secretary DANIELS. This is fuel only for the ships. You appropriate for each station otherwise.

Mr. PADGETT. This is for steamers and ships.

Mr. KELLEY. Do you calculate \$27,800,000 worth of fuel for the ships?

Secretary DANIELS. Well, I don't think we will next year.

The CHAIRMAN. We were in war when we spent the \$27,000,000. We had all our ships floating.

Secretary DANIELS. We are not sending ships out now anything like we were, and we are economizing, and orders have been given that

They must economize. I would rather have a little deficiency on this with a stress on economy next year, than to ask too little.

We had a commission to go to Alaska to study the Alaskan coal fields, and I have here the report on the whole Matanuska region and the importance of it. I don't suppose you wish me to read it?

Mr. HICKS. Mr. Secretary, I started to ask a question a moment ago in regard to that very matter. In brief, are you convinced that that Alaskan coal field is of sufficient importance to warrant our going into it very extensively, building railroads, mining, etc.? There have been conflicting reports, I think, in regard to the value of that coal.

Secretary DANIELS. I know there have. Suppose I read you a paragraph from the report of the commission that went up there.

Mr. HICKS. Yes; let us have it.

Secretary DANIELS (reading):

From its investigations this commission draws the following conclusions and indicates various lines of procedure that may be undertaken by the department, in order to locate, mine, transport to seaboard, and ship coal for use of the Navy, viz:

That there is sufficient coal of Navy quality underlying the Matanuska region to warrant definite and active development.

That the whole Matanuska region, beginning with the Chickaloon section, should be thoroughly and scientifically investigated, by a force of mining engineers and geologists, by means of diamond drilling, shaft sinking, tunnel and slope driving to ascertain the quantity of Navy coal present in the earth strata and to determine the best practical and economical method of mining this coal.

Organize an expedition with mining engineers and geologists, together with all necessary apparatus and helpers to thoroughly examine leasing units Nos. 8 to 15, inclusive, and definitely determine what quantity of Navy coal is present and how it lies relative to the surface. In the meantime these leases should be set aside for the use of the Navy Department. At present leasing units Nos. 10 and 11 are held by the Chickaloon Coal Co. and leasing unit No. 12 by the Alaskan Engineering Commission. It is believed that the Chickaloon Coal Co. will be willing to part with its lease for a consideration.

Having determined the amount of Navy coal present in leasing units Nos. 8 to 15, both inclusive, proceed to mine the same, providing necessary equipment, labor, and transportation facilities to the railroad.

Under the department's instructions two plans are considered for getting coal from the Matanuska mines, transportation to the seaboard, and loading it upon naval vessels. These plans are:

1. Mine coal at Chickaloon mine (leasing unit No. 12), other mines to be opened later, and pending the development of some other port of shipment; (a) to temporarily utilize Anchorage during the open season of the year, using present facilities, including the deep-water pier and wharf which are in process of construction, including a temporary coal-loading apparatus which the Alaskan Engineering Commission intends to construct upon the deep-water wharf. This calls for relatively slight expenditure by the Navy and can be put into operation without any loss of time; (b) utilize Anchorage as a permanent shipping port during the open season, and erect there such Navy terminal facilities as may be necessary for the shipment of coal.

2. Mine coal as in plan 1 and transport it over the railroad to Seward. Utilize Seward (a) as a permanent port of shipment for Navy coal throughout the year, or (b) so utilize it only during the season when Anchorage is closed. Construct at Seward (1) the necessary coaling plant on the Naval Reservation and connect the same with the railroad, or (2) construct the necessary coaling plant on the eastern water front of the Seward town site.

The present naval commission has also incorporated a third plan: Mine coal as in plan 1 and transport it over the railroad to mile 64; build a railroad from mile 64 of the present road over a distance of 11.4 miles to Portage Bay on Prince William Sound, Alaska, and there construct wharves and a coal-handling plant. Coal could then be delivered by railroad direct from the mines to Portage Bay quickly, cheaply, and over negligible grades for the all-year-around shipment of Navy coal.

Mr. PADGETT. We had before us two years ago, I think it was, when we first included this provision that is in the present bill and was in the last bill, the recommendation, I think, that they wanted to save 110 miles of transportation over the Alaskan railroad, and they wanted to build shipping facilities at Anchorage, I think it was.

Secretary DANIELS. Yes.

Mr. PADGETT. And they represented to us that that was open the year around.

Secretary DANIELS. No; Anchorage is not open the year around.

Mr. PADGETT. I gather it from that—but I am not sure—that it was Anchorage. I think it was.

Secretary DANIELS. Seward is the one that is open the year round.

Mr. PADGETT. They said they did not have to construct any other railroad. They said they would come over this road and would save 110 miles of hauling, and would save going over the big grades.

Secretary DANIELS. My thought was, gentlemen, if we put this in—I have been talking with Secretary Lane about this for some time, and the Interior Department, who have the government of Alaska, and some gentlemen in Alaska and in Washington who know about it feel that we can get an abundance of coal there and of the kind the Navy needs. There is no coal on the west coast, except this coal, that is of Navy quality. My idea was to send a geologist, an engineer, and a naval officer to look into the matter, and to do what was best. I confess it is a matter that I am personally not as familiar with as I might be—nobody can be unless they go up there.

The CHAIRMAN. We must now endeavor to get our fuel on that coast for the Pacific Fleet, if possible.

Mr. PADGETT. The need for that is very urgent. Would it not be better, instead of taking or attempting to take \$1,000,000 out of this admitted insufficient appropriation for fuel to make a direct appropriation of \$1,000,000 for that purpose?

Secretary DANIELS. I think it would. I recommended it in this way because it had been in this bill before, and I was about to send the commission there, or send the officers, when I found that we could not use the money because it was a deficiency.

The CHAIRMAN. Let me find out what the Secretary recommends concerning this \$1,000,000. It was in response to your question, but I could not hear it. What did you recommend, Mr. Secretary?

Mr. PADGETT. To make a direct appropriation.

The CHAIRMAN. Of \$1,000,000?

Mr. PADGETT. Of \$1,000,000, and couple it up with this fuel proposition.

The CHAIRMAN. In other words, increase the amount to \$1,000,000.

Mr. PADGETT. No. Just leave this one as it is and put a separate paragraph for the other as an independent paragraph.

Secretary DANIELS. That would be better.

Mr. McPHERSON. As I understand it, the investigations that have been made satisfy the Navy Department and you, the Secretary, that the country has coal of the proper quality. Now, just where it is and just how it should be operated is a question you want to investigate.

Secretary DANIELS. It has coal of the quality, and they think there is a sufficient quantity.

Mr. McPHERSON. Its exact location—is that the thing you want to find out?

Secretary DANIELS. And how to get it out.

Mr. McPHERSON. How to handle it?

Secretary DANIELS. Yes.

Mr. AYRES. Then there hasn't been a complete or thorough investigation made?

Secretary DANIELS. Not as complete as I think we ought to make before we invest large sums there. We tested the coal on the *Maryland* when Capt. Andrews was on it, and it was very good coal, but whether the expense of getting it out is going to be prohibitive—some people think it will be, but the reports are otherwise—remains to be seen.

Mr. McPHERSON. The Secretary said that some coal companies, private corporations, have some of this land.

Secretary DANIELS. Yes.

Mr. McPHERSON. And if it is to be investigated at all, it ought to be investigated before the lands are taken up, so that the Navy Department may be able to secure them.

Secretary DANIELS. And we wish to investigate it so that they can be set aside for us.

Mr. McPHERSON. In other words, I suppose if some private person applied for the lands, could he get them ahead of your selection of the lands?

Secretary DANIELS. I think that the Interior Department would set them aside for the Navy.

Mr. McPHERSON. Well, this bill authorizes that, but I was wondering, unless some legislation was passed, is there danger that the Navy might lose the lands?

Secretary DANIELS. I think there is legislation by which we could get them. I think there is legislation by which the Interior Department could set them aside.

Mr. PADGETT. Yes; it provides:

And the Secretary of the Navy is hereby authorized to select from the public lands in Alaska such areas as may be necessary for use by him for the purposes stated herein.

Secretary DANIELS. That is the present law.

Mr. PADGETT. That is in the present bill and it was in the bill a year ago.

Mr. BROWNING. If I remember right, Mr. Padgett, in our hearing last year it was testified that the coal gotten from Alaska was very disappointing; that it was not good steaming coal. Now, have you found something better?

Secretary DANIELS. The coal from Matanuska was very good coal. Some other coal was mined that was good, but it possessed some unsatisfactory elements.

Mr. BROWNING. Clinkers?

Mr. PADGETT. Clinkers and sulphur.

Secretary DANIELS. But it was a good coal, and I think we ought to go into the matter fully, send the right people there and if it can be mined so that it is profitable we ought to do it.

Mr. BROWNING. I agree with you in that.

**Mr. PADGETT.** You mean the Bering River coal?

**Secretary DANIELS.** Yes.

**Mr. OLIVER.** Whom did you select for that purpose, and whom do you ordinarily select to advise as to such matters?

**Secretary DANIELS.** We sent a commission there; Capt. Kittell was chairman of it. He remained up there some months.

**Mr. OLIVER.** What experience did he have in matters of that kind?

**Secretary DANIELS.** I think he had with him somebody from the Interior Department, who had that experience, and a civil engineer. What I wish to do is to send up a geologist and an engineer, men who make coal mining their business and know all about it.

**Mr. OLIVER.** I think that would be proper.

**Secretary DANIELS.** I wouldn't feel satisfied for a naval officer or anybody else, unless they had had experience in coal, to pass upon it.

**The CHAIRMAN.** I think, Mr. Secretary, it would be well enough if we knew before we consider the bill in the House just how much work has been done up there in the way of finding coal fields and building the road from it.

**Secretary DANIELS.** Well, you know they are building a road not far from this coal mine.

**The CHAIRMAN.** But how quickly could we get the coal from this field? I don't know whether you had in that statement anything to show what development had been made there, and what we had done in the way of reaching this coal field and how quickly we could get the coal.

**Secretary DANIELS.** There is a railroad that goes up to this coal, the Alaskan Railroad.

**The CHAIRMAN.** I had it in mind, however, Mr. Secretary, that that road had not been finished.

**Secretary DANIELS.** No; but a spur of it goes up to the mine.

**The CHAIRMAN.** Yes; but they can't bring the coal down yet over the road, because there is a place there where the road has not been built. That is my recollection.

**Secretary DANIELS.** I think they can.

**The CHAIRMAN.** You think so?

**Secretary DANIELS.** Yes; but I would not be in favor of spending money until we have had an engineer and a practical coal man to give us further study and information about it.

**The CHAIRMAN.** May I ask now as to the paragraph; suppose we would leave it as it is and change the figure 1919 to 1921. You would have all the authority you need, wouldn't you?

**Secretary DANIELS.** Yes.

**The CHAIRMAN.** Admiral McGowan said the other day that if we made that change he believed you would have all the authority necessary.

**Secretary DANIELS.** All the authority we need; yes.

**The CHAIRMAN.** Now, what further have you?

**Secretary DANIELS.** I don't think I have anything else, Mr. Chairman. I will bring up the aviation matter to-morrow.

**The CHAIRMAN.** Now, then, shall we take up personnel generally?

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SAN DIEGO, CALIF.

**Mr. KETTNER.** Mr. Chairman, I placed a deed in escrow with the Secretary of the Navy regarding a warehouse at San Diego. I wish

the Secretary would explain to the committee whether they intend to make any use of it. I shall have to report to our council whether the Navy wants that site or not, and I think the Secretary could explain whether he wants the property.

Mr. BRITTEN. That is at the foot of Broadway?

Mr. KETTNER. Yes.

Secretary DANIELS. Yes; I thought I had recommended that.

Mr. KETTNER. I don't think it has come up.

Mr. BRITTEN. I don't think the Secretary has evidenced his opinion in the matter.

Secretary DANIELS. I believe it is a very important thing to build that warehouse at San Diego, because we ought to be able to supply our fleet from our storehouses on the Pacific, and we have very few.

#### STORAGE.

The CHAIRMAN. Mr. Secretary, before we take up the personnel, we have been somewhat disturbed here, all of us, about the enormous rents that we have to pay for storage, and I think we ought to have a way pointed out to us by which we could be relieved from paying so much rent.

Secretary DANIELS. The first thing I would do would be to build this storehouse in San Diego, and I would take around to the Pacific coast on our colliers enough stores to fill it. That would save the rent here. When I was at Hampton Roads last fall I gave directions to store in the buildings at East Camp much of our surplus stores, and I think we ought to sell many things that we have. That would reduce the storage. Of course, at New York, during the war we had to supply all the transports and the merchant ships, and it was necessary to have a great amount of storage space there, as we bought very large quantities of supplies, never supposing that the war would end in November, and wisely looking ahead; and we have quantities of stores on hand that we never would have bought if we had had the knowledge that the war would end in November, 1918. Now, we have these supplies.

I think we ought to sell them, many of them, even if we lose on

Mr. BRITTEN. Mr. Secretary, I have been impressed with the necessity of building one or two additional large storage buildings down at Norfolk. I wonder if you feel the same way about it?

Mr. PADGETT. You mean at Hampton Roads?

Mr. BRITTEN. At Hampton Roads, the naval operating base.

Secretary DANIELS. Temporarily, yes. I should rather build the storehouses, if I were going to build now, on the Pacific, because I think when we come down to normal at Hampton Roads we will have ample facilities there, and with these large houses on East Camp we would have enough for normal conditions.

Mr. BRITTEN. Mr. Secretary, when you talk about using these camp buildings for storage I think that that is going to be a very extravagant policy.

Secretary DANIELS. I said some of the buildings.

Mr. BRITTEN. They are very far away from the water and they are of temporary construction. Their flooring is not constructed to carry any weight.

Secretary DANIELS. Not heavy weight.

Mr. AYRES. And they are not fireproof?

Mr. BRITTEN. No; and with the cartage and expenses in connection with storing a little here and a little there it is going to eat up the value of your property before you get very far, and that is one reason why I was going to suggest to you, while fully realizing the cost of those enormous fireproof buildings, I think they would make a good investment right now and for all time in the future.

Secretary DANIELS. Undoubtedly they would pay.

Mr. VENABLE. The idea, Mr. Secretary, that some of us had as a business proposition was that if we can put the storehouses at Hampton Roads and get out of New York, the rent we are paying there in New York would pay for the buildings in three years.

Secretary DANIELS. It would be much the best to do that, but in my judgment we ought to sell much more than we have been selling even if we lose some money.

Mr. KELLEY. Your idea is to get rid of the stock?

Secretary DANIELS. I think we ought to get rid of very much of the stock.

Mr. KELLEY. Then we would have storage enough?

Secretary DANIELS. We would not have enough for a year or two, but in the long run I don't believe in holding this stock. I believe we ought to sell it at a sacrifice.

Mr. KELLEY. And in wholesale lots?

Secretary DANIELS. Yes; in wholesale lots.

Mr. BRITTEN. We have a great deal of that stuff.

Secretary DANIELS. We have a great deal of it, and we need more storage for it, but it might be better, of course, as the judge says, if you could build at Hampton Roads another storehouse, that would help the situation.

Mr. VENABLE. My idea was that we were going to develop that as a fleet base; we have deep water there; we are in close touch with the fleet all the time, and if we can concentrate our supply business there and get out of these other cities and quit paying rent we could soon pay for the buildings.

Secretary DANIELS. We could.

**Secretary DANIELS.** Three months ago, or perhaps two months ago, I went to see the Secretary of War about getting storehouses, and he pointed out that they were still paying rent themselves.

**The CHAIRMAN.** As a matter of fact, I think, Mr. Secretary, it was stated here the other day they had contracted to lease some of that for commercial purposes.

**Mr. VENABLE.** Gov. Kelly and I went to see the Secretary of War a few days ago and he told us that they had these storehouses approximating a capacity of about 6,000,000 square feet; that they had also a pier in connection with them; that they contemplated renting those to certain commercial concerns. The reason he gave for that was that the pier belonged to the Government—Government piers—and that they could not rent the piers advantageously without renting the storehouse in connection therewith; and the second reason was that the commercial interests in New York were clamoring for the Government to get out as much as possible with their stores, on the ground that they were very seriously hampering the supplying of the city; taking care of the normal commerce of the city; and the city was suffering. He also, after consultation with the officers who had it in charge, stated that they could take care of temporary storage—that is, live storage, moving in and out—but could not take care of any dead storage for that reason.

We made a report of the Secretary's statement to the committee, and Admiral McGowan and Admiral Peoples were here at the time, and on going into the question with the committee they said that they needed storehouses and piers also. So that seems to be the situation. Of course it raises the question whether or not if the Navy needs a storehouse and a pier, whether it is wise to rent that pier and storehouses to commercial interests. Of course, the Navy does not need the whole 6,000,000 feet; the testimony here is that the Navy only needed 1,000,230 feet.

**Secretary DANIELS.** Of course, it is true that during the war these cities did permit the Army and Navy both to have piers and stores on the waterfront.

**Mr. VENABLE.** I understand these are Government storehouses and Government piers.

**Secretary DANIELS.** I do not recall.

**Mr. KELLEY.** And that the Navy rents a pier at another place and would be delighted to rent a part of this pier and part of the storage, but the Army won't let them have the pier or storage.

**Secretary DANIELS.** I will take that up with the Secretary of War. I did not know that condition existed.

**Mr. KELLEY.** That would release, Admiral Peoples said, a pier now used by the Navy for commercial purposes in New York.

**Mr. VENABLE.** As I understood the Secretary of War, the principal reason assigned was that they could not rent piers without renting also the storehouses in connection with them, and the Secretary of War, I assume, thought that the Navy needed merely the store room without the pierage. Now, if it was called to his attention that the Navy does need store room and pierage also, it might change the judgment of the War Department about the policy to be followed.

**Secretary DANIELS.** I will take that up with the Secretary of War.

Mr. BRITTEN. Mr. Secretary, I have been impressed with the necessity of building one or two additional large storage buildings down at Norfolk. I wonder if you feel the same way about it?

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Mr. BRITTEN. At Hampton Roads, the naval operating base.

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Secretary DANIELS. We could.

Mr. VENABLE. And in addition to that we will have this equipment in any emergency that arises in the future, and I am sure that some useful use can be made of them if we concentrate at that point.

Secretary DANIELS. We are finishing now a very large storehouse at Hampton Roads. It will be finished in a few weeks. It is a very fine one.

Mr. VENABLE. I saw that the other day, but that is for airplanes, I understand.

Mr. PADGETT. That will be occupied all together by airplanes.

Mr. BROWNING. Mr. Secretary, Admiral McGowan told us the other day—or Admiral Peoples—that this material that was stored in New York was entirely clothing; that the storehouses were all for clothing; that it had to be in fireproof buildings. Now, do you think we can get rid of this clothing? They did not seem to want to sell the clothing.

Secretary DANIELS. You can not get rid of it unless you do it at a sacrifice, but my judgment is we ought to keep about enough for a reserve and sell the balance. I would like to know what the committee thinks about that.

Mr. BROWNING. That was not suggested the other day.

Mr. KETTNER. Mr. Secretary, you did not state to the committee what your recommendation was; what amount you recommended for New York and San Diego.

Secretary DANIELS. I made an estimate of \$1,000,000. I understood Admiral Parks stated \$400,000 would do for the first year.

Now, Mr. Chairman, I think this: If we will sell all the clothing we will not need beyond a year; if we will take all the ordnance supplies and take them to Yorktown, where we have abundance of room—hundreds of acres; if we will take to the Pacific coast part of the supplies for the fleet, we will not need so very much storage. Of course, during the war we had to buy in large quantities, but in the long run it is best to buy things only a few months or six months ahead, and believe we ought to sell everything we can sell, and then get on the basis of going from year to year instead of keeping all this surplus storage. The cost of storage, the cost of personnel, is something

## MARINE CORPS.

BUILDINGS, RENTALS, ETC., AT QUANTICO, VA.

The CHAIRMAN. Now, Mr. Secretary, let me call your attention to another condition. That is the matter of rentals for the Marine Corps.

Secretary DANIELS. Speaking about the Marine Corps, Mr. Chairman, the same policy ought to be pursued. We are going to move the advanced base to Quantico, and that would release much rental that we are paying for storage in Philadelphia. I think we ought to get out of places where the storage is high.

Mr. BRITTEN. How quickly are you going to do that at Philadelphia?

Secretary DANIELS. Well, we ought to do much of it this summer.

The CHAIRMAN. Mr. Secretary, do you know at Quantico they rent a field for aviation?

Secretary DANIELS. Yes.

The CHAIRMAN. Paying \$1,500 or \$2,000 a year for it?

Secretary DANIELS. They are paying \$1,800 a year.

The CHAIRMAN. Do you know that they are setting out down there to put barracks on this rented ground that will cost many thousands of dollars?

Secretary DANIELS. No; I did not know that.

The CHAIRMAN. Well, now, I just heard that incidentally, going around the other day when we were down there, and I wish you would make a memorandum of that, because there is sufficient barrack room over yonder in this great big plant we have, and I can see no occasion to put barracks out on that field when we lease the ground. I wish you would inquire of the Marine Corps whether or not it is the purpose to construct barracks on the aviation field at Quantico which the Government does not own.

Mr. VENABLE. One of the officers down there told me that if they go from the Quantico base to the aviation base by land it is 14 miles around, because between the base and the flying field there is a swamp, a creek swamp; that by bridging about 1,000 or 2,000 feet they can go, by traveling a distance of not to exceed 2 miles, from the base to the field. In other words, it is 2 miles apart, really, the flying field and the base, but because of this swamp if they go by land they have to go around 14 miles.

The CHAIRMAN. That is true, and if we are going to continue to hold that field we ought to know what we are doing down there.

Mr. VENABLE. So, that being true, I understand they go by water, but that is not always convenient, and we are shipping men and supplies and everything else around 14 miles. I think it ought to be decided as soon as practicable if we are going to keep this field, how long we are going to keep it, what we intend to do, and if we are going to stay there any length of time build this bridge. It would not cost a great deal.

The CHAIRMAN. My purpose was to call the attention of the department to what would seem to me to be a very undesirable thing, and that is to erect buildings upon ground that we have no title to. Now, I may be doing these men an injustice, but I heard it somewhere walking around—I don't know who told me—that the object or

purpose was to build barracks out on this aviation field, and I learned afterwards from questions asked by Mr. Hicks down there that we were spending \$1,500 or \$1,800 a year for rent.

Mr. HICKS. Mr. Chairman, I would like to say something in regard to that matter and it is this: When this matter was brought up before our subcommittee on aviation, I think many of us were struck with the situation that we are maintaining a training flying field at Paris Island and also one at Quantico. The present estimates for aviation provide for the expenditure of a considerable amount at both Quantico and Paris Island for new construction, some \$242,000, and in addition about \$220,000 for maintenance at Quantico and \$200,000 for maintenance at Paris Island. That is just for aviation.

As we do not own the field at Quantico but are renting it at \$1,800 a year, and there does not seem to be any land in our reservation suitable for aviation purposes, for the officers there Thursday or Friday told us that there was not sufficient level land on the present reservation for an aviation field, and the only way to get an aviation field at Quantico was to go outside the station. It seems to me we had better abandon either Paris Island or Quantico and consolidate the aviation fields of the Marine Corps at one place or the other, preferably at Quantico.

Now, following out that idea—and I am going entirely on my own responsibility—I have taken the matter up with some of the officials of the aviation department of the Navy, and I think they will be agreeable to abandon Paris Island as an aviation training station and concentrate at Quantico. The weather conditions while not ideal, are practicable, and that field is more convenient when they are sending out their expeditionary forces. It is more economical to have all activities at one place, and I don't believe it is good judgment in the Marine Corps, a small corps of that kind, to maintain two training stations for aviation, and I contemplated asking the committee when we get to the appropriation, to eliminate either Quantico or Paris Island, and consolidate the two stations into one.

Mr. KELLEY. You mean so far as aviation goes?

Mr. HICKS. I am speaking only of aviation, aviation in the Marine Corps. Now, what would be your idea, Mr. Secretary? Is it possible, in your judgment, to consolidate those two training stations?

Secretary DANIELS. There is every advantage in having the aviation training where you are training the advanced base force. I will take that up with Gen. Barnett.

Mr. HICKS. I think it would be wise if you would, Mr. Secretary, because I think we are all interested in economy, and we all realize that when we spread our forces out it is not economical, and with such a small force in aviation in the Marine Corps it does seem to me we could consolidate those two stations.

Secretary DANIELS. I will take that up with Capt. Craven and Gen. Barnett and let you know to-morrow.

Mr. BRITEN. Personally, Mr. Secretary, I can't make myself believe that it is necessary to have an extensive aviation plant at Paris Island at all. We have the single advantage there of having our own land. I would prefer to see the aviation activities at Quantico, where the men receive the finishing touches to their training, and not their initial training, as they do at Paris Island. A youngster

comes into the Marine Corps from Iowa or Illinois or some place in the interior, and one of the first things he requires is military training and discipline. He gets that for two or three months at Paris Island. Aviation is an incidental or outside proposition for him. Then he comes to Quantico. He understands discipline; he understands military drill; he understands how to care for himself, and if he is then going to be assigned to aviation, he may finish at Quantico. I should say that Paris Island aviation might well be dispensed with, although I dislike the idea of even thinking of buying additional land at Quantico.

Mr. HICKS. Of course, we must always remember this, that Pensacola is a great training station. The estimate submitted by Capt. Craven called for \$270,000 for additional improvements at Pensacola to take care of a larger force. Now, it may be possible that we could they are not trained at Pensacola.

Mr. BRITTEN. Then you would come to the same objection to training at Paris Island. One aviation field for marines ought to suffice; they are not trained at Pensacola.

Mr. HICKS. I mean to train them at Pensacola in case of an emergency.

Mr. KELLEY. Is it the policy of the department to keep both Paris Island and Quantico permanently now?

Secretary DANIELS. Yes.

Mr. HICKS. You are speaking of it as a marine base as a whole, not as aviation in particular?

Mr. KELLEY. Yes; a marine station. Before the war we were confined to Paris Island alone.

Secretary DANIELS. Our idea is that we will keep Paris Island as the place for the first training on this coast; that we will develop Quantico as the chief base.

Mr. KELLEY. I understand the philosophy of it.

Secretary DANIELS. We will shortly move everything out of Philadelphia to Quantico.

Mr. KELLEY. Philadelphia was what you called the advanced base before?

Secretary DANIELS. Yes. You see at Philadelphia it is in the navy yard. They have no place for drill, or a very poor place for drill.

Mr. PADGETT. What do you purpose doing with the barracks? We have three or four fine barracks there. Have you planned out some use for those barracks when you move the marines there?

Secretary DANIELS. No; we have not yet, but there will be abundant use for them.

Mr. PADGETT. Could they be converted into officers quarters, into Navy apartments?

Secretary DANIELS. I think they could very well.

Mr. KELLEY. Is it your idea to build permanent quarters at Quantico and take these temporary buildings away?

Secretary DANIELS. Ultimately, yes.

Mr. PADGETT. So that if there is any question at all about making that a permanent base at Quantico, now is the time to have it out?

Secretary DANIELS. I think the sooner the better. The buildings at Quantico now, the wooden buildings, built during the war are good buildings. They will be good buildings for some years. We

~~ought~~ either in this bill or in the next bill, begin erecting brick buildings, permanent buildings.

Mr. KELLEY. There are already plans formulated to convert the place into a permanent establishment?

Secretary DANIELS. Yes.

Mr. KELLEY. At a total expense of how much, probably?

The CHAIRMAN. I have had it stated to me \$10,000,000.

Secretary DANIELS. I had not made any estimate on it.

The CHAIRMAN. That is only general conversation.

Secretary DANIELS. We have not made any estimates in this bill for Quantico for permanent buildings, because the present buildings will do very well for a few years, and I thought in the next bill we would take that up.

The CHAIRMAN. Mr. Secretary, will you please hold up down at Quantico all structures and buildings of every sort until we can determine what the building program at Quantico will be? Don't let them put up any more buildings—any more officers' quarters back in the woods.

Secretary DANIELS. We are putting up only those that have been authorized.

The CHAIRMAN. You gentlemen did not see the other day when you were there, and I do not know whether you are aware of the fact that within the last year they have erected buildings at a cost of over \$500,000, officers' quarters there, way back in the woods.

Secretary DANIELS. Well, I have not seen those.

The CHAIRMAN. We have to have some place for officers to live, it seems to me that that is a good deal of money for officers' quarters.

Mr. PADGETT. They want to convert some of those temporary buildings there into officers' quarters?

The CHAIRMAN. I understand the Secretary's plan, which is very economical and very commendable, will provide quarters for 60 officers for the sum we have talked about, \$165,000. There is a good deal of difference between that and officers' quarters to cost \$10,000 apiece.

Mr. PADGETT. They have 154 officers that are commuting now and coming from other places.

The CHAIRMAN. And to remain at Quantico, I think, everyone agrees that they must be provided for down there, but if it was the character of the structure—I don't know what the plans may be, and we will ask the Secretary to consider it during the spring and summer.

Mr. KELLEY. Where do the men from Quantico board the ships?

Secretary DANIELS. Where do they board the ships?

Mr. KELLEY. Yes. Do they go back to Philadelphia or do they go down to Hampton Roads?

Secretary DANIELS. That depends upon their destination and the vessel on which they are to embark. If the ship is in Hampton Roads they go to Hampton Roads; if it is at New York, they go by rail.

Mr. KELLEY. And your storehouses for the Marine Corps will have to be at Philadelphia and Hampton Roads, the same as heretofore?

Secretary DANIELS. They will keep the advanced base supplies at Quantico when they get there. They keep them in Philadelphia now.

Mr. KELLEY. Isn't it rather an unusual idea to have the advanced base away from the point of embarkation?

Secretary DANIELS. Well, of course, we have had it at Philadelphia heretofore, but there are so many advantages in being at Quantico, because they have a very large area there of hilly land where they can practice and maneuver and learn the art of war. In Philadelphia they learn nothing except just what they can learn on a small drill ground, and the advantages at Quantico are so much greater there that they offset the disadvantage of being at the point of embarkation.

Mr. KELLEY. The stores will all have to be brought in there on the railroad, I suppose, at Quantico?

Secretary DANIELS. They can be brought by water.

Mr. KELLEY. How large a ship can get up to Quantico? How deep a draft ship?

Secretary DANIELS. I think 20 feet.

Mr. KELLEY. What does a destroyer draw?

Mr. PADGETT. Seventeen or eighteen feet.

Mr. KELLEY. What does the *Mayflower* draw?

Mr. PADGETT. Sixteen or eighteen feet. The *Mayflower* goes there, you know.

Mr. KELLEY. That is about the largest type ship that can go there, the *Mayflower*?

Secretary DANIELS. Well, there is 18 or 20 feet there.

Mr. HICKS. Twenty-three feet, I think, in the channel.

Mr. KELLEY. When you located there during the war it was with the idea of staying after the war was over, making that a permanent place?

Secretary DANIELS. Yes.

Mr. KELLEY. That is why you bought the land?

Secretary DANIELS. That is why I advised buying the land. It is an ideal place.

Mr. KELLEY. Now we must have a good deal of spare room at Paris Island, haven't we?

Secretary DANIELS. Yes; we have spare room at all stations now, very much of it.

Mr. BROWNING. Has the Government acquired all the land at Paris Island yet?

Secretary DANIELS. Yes.

Mr. BROWNING. I understood they did not want it.

Secretary DANIELS. Well, there was some question about that, but they decided to take it all and they have taken it.

Mr. BRITTEN. I did not know they had paid for all of it, Mr. Secretary. I thought there was some of it that they still owed for.

Secretary DANIELS. I think it is all taken.

The CHAIRMAN. Yes; it is all taken and the last appropriation for the purchase of it was made in the deficiency bill which passed a few days ago.

Mr. OLIVER. There is one place where the owner claimed he did not get an adequate price for the property.

Mr. KELLEY. I have never been to Paris Island. Are the buildings there of permanent character?

Secretary DANIELS. Some of them are. Those built during the war were of the war type. I have not been to Paris Island since the war.

Mr. KELLEY. How much of an investment have we at Paris Island in buildings?

Secretary DANIELS. I do not recall, Mr. Kelley.

Mr. KELLEY. Why wouldn't it be a good idea to abandon Paris Island and bring all the marines to Quantico? It seems as though we are spreading out too much with the marines.

Secretary DANIELS. Well, not now we are not. What we are trying to do is to have the people when they first come in not to be in the same place where the men are who are training at the advanced base.

Mr. KELLEY. I never could see such a great advantage in that. We have seniors and freshmen in our universities in the same town. What would be the difference?

Secretary DANIELS. Well, in the first place we have not at Quantico now enough drill grounds for more than 4,000 men at a time. We have a very good drill ground at Paris Island.

Mr. KELLEY. That land is cheap down there. How much did we pay for that 5,000 acres?

Secretary DANIELS. We can't buy very much level land there. Level land is what you need for drilling new recruits. The hilly land is for men who are getting ready to have their advanced training.

Mr. KELLEY. The surroundings, I think, are much better at Quantico than they are at Paris Island? I believe the population at Paris Island gave you a good deal of trouble. Now, if we could go to Quantico, where we control everything so well, we would get away from all that.

Secretary DANIELS. We have got Paris Island now in very good shape. We bought all those people out and sent them away.

Mr. KELLEY. Now, we don't need to use it all?

Secretary DANIELS. We have more buildings there than we need, but they will not last many years. Most of them are temporary buildings that will pass away in a few years.

Mr. KELLEY. You don't want to consider the idea of consolidation?

Secretary DANIELS. No; I don't think so.

Mr. KELLEY. You think that has been thoroughly worked out and it is necessary to have both places?

Secretary DANIELS. I think so.

Mr. KELLEY. Do you think we would have had both places if it had not been for the war?

Secretary DANIELS. I think this: Up to the war we had a large barracks at New York, many marines there, at the New York Navy Yard. That is ended now. We only have a few marines at New York now. We have a lot of marines at the Norfolk Navy Yard. They ought to be moved where they can be trained. We ought not to have any marines in any navy yard, except a few we have on guard duty. We ought to have them in places where they can learn to be soldiers, and the plan is to take them all out of navy yards and put them in Quantico, Paris Island, and San Diego, and train them there. In the first place the land at the Philadelphia Navy Yard, at New

York Navy Yard, and Boston Navy Yard is too valuable for anything except manufacturing purposes.

Mr. OLIVER. Mr. Secretary, what is the capacity of the San Diego training station?

Secretary DANIELS. I think, 8,000.

Mr. OLIVER. Now, you have 10,000 at Quantico. That makes 18,000. It would seem these two stations are more than enough to care for that personnel.

Secretary DANIELS. When I say they have that many, of course the barracks at Quantico are nearly all war-time barracks. We will be tearing them down, some every year, instead of taking a great amount of money to keep them repaired. They are wooden barracks.

Mr. OLIVER. Our information is that if the buildings are kept painted they will last for 15 or 20 years.

Secretary DANIELS. Undoubtedly those built in the first few months of the war would not, but the bulk of them would.

Mr. OLIVER. You have no station like Paris Island on the western coast, and do not plan to maintain a station of that character as a feeder to the San Diego station?

Secretary DANIELS. Well, we probably will have some marines at Bremerton or the northern part of California.

Mr. PADGETT. The people of San Diego tendered, and I think have turned over to the Navy, the use of a large tract of land, about 20,000 acres, as I remember, for their general drill ground and practice for artillery and the large maneuvers, and so forth, to supplement the drill at the San Diego training station. Mr. Kettner made a statement about it here the other day.

Secretary DANIELS. I think when we have taken all the marines out of the navy yards we will really not be spending any more money.

Mr. KELLEY. Is this property at Paris Island situated so that it could be sold for any purpose, Mr. Secretary?

Secretary DANIELS. I don't know what purpose it could be sold for. Much of it, of course, would be agricultural land, but it is a place to itself, and the marine officers tell me that they have less trouble there than they formerly had with recruits. Now they have got the place, and the young men who go there have no temptations. We have our own amusements.

Mr. KELLEY. The same thing is true about Quantico, I imagine.

Secretary DANIELS. Largely, yes.

Mr. KELLEY. It rather seems to me, while of course I have not made up my mind, it seems as though one of those places would be enough. I imagine Quantico would be the place. I hardly see the necessity for both but your answer to Mr. Oliver's question would indicate that you do not intend to have two places on the Pacific, but you could take care of all of it at San Diego just as well. Now, if you had one big training place down at Quantico, with proper drill grounds and everything, couldn't you take care of all of it there for the Atlantic side?

Secretary DANIELS. Of course we do not expect to have as many marines on the Pacific as on the Atlantic. Most of the enlistments are this side of the Mississippi River, the great bulk of them, and I think for years to come we will have to have more facilities on the Atlantic than on the Pacific.

Mr. KELLEY. How many did you have at Quantico during the war?  
 Secretary DANIELS. I was there once when we had eight or ten thousand, may be more. I have forgotten.

Mr. KELLEY. Before we go into this permanently it seems as though it would be in the interest of economy and efficiency to consolidate.

Secretary DANIELS. All the marine officers are strongly of the opinion that they ought not to have the advanced base in the same place where they take in the recruits.

Mr. KELLEY. Have they convinced you of that?

Secretary DANIELS. I think they have.

#### NAVAL TRAINING STATIONS.

The CHAIRMAN. Now, let us take up the training stations. They have cost us a good deal of money. Let us have your views, if you please. We have one on the Great Lakes and we have one over at Newport, and one down at Hampton Roads, one at San Diego.

Secretary DANIELS. Well, the one at San Diego will not be ready for some time.

The CHAIRMAN. That, I think, is the purpose of Congress to develop. I think everybody feels very kindly toward that. Do you think we can consolidate Hampton Roads and Newport?

Secretary DANIELS. I would not say so.

The CHAIRMAN. It cost us a great deal of money for coal. The coal bills of these three stations would amount to \$1,500,000, or \$1,700,000 a year.

Secretary DANIELS. You see we send all the people that we enlist in New England and mostly in New York to Newport. That is a good station.

Mr. KELLEY. You could send those, though, to Hampton Roads just as well, couldn't you?

Secretary DANIELS. Certainly.

Mr. KELLEY. You have a good place down there, good buildings, and good climate.

Secretary DANIELS. But I feel it is much better to have both stations. As a matter of fact, I would rather not send young men who enlist very far from environments in which they have lived, in their own climate. I found during the war that we had trouble with the boys who went from Southern Arkansas and Mississippi up to Chicago in the winter and spring. They were not accustomed to the cold weather, and to send a man down from New England to Hampton Roads, it changes the climate, or vice versa, and I do not think it is a good plan.

The CHAIRMAN. It is pretty cold down at Hampton Roads at times. I know it was once or twice when I was down there.

Secretary DANIELS. It is pretty cold there at times; yes, but nothing like it is farther north. I think we have got these stations and they have been there for many years, and I think you will not save as much money as you would lose by dispensing with them.

The CHAIRMAN. We have a pretty large plant down at Hampton Roads. Mr. Secretary.

Secretary DANIELS. A very large plant, yes.

The CHAIRMAN. We have a plant there so we can take the boys from Newport?

Secretary DANIELS. We could take them all.

The CHAIRMAN. And train them all. We would have some coal bill to begin with, and one overhead. We could consolidate those two.

Secretary DANIELS. I know you could, Mr. Chairman, but you have to think about this: We are not always going to have a situation and personnel like we have it now. If we had 200,000 men in the Navy we would not think about these places, but with a small personnel we have got to do everything we can in the next year to train more men.

The CHAIRMAN. But they do not seem to cut the coal bills any. I suppose Members of Congress might say I was pretty penurious to talk about coal bills, but when you spend something like \$2,000,000 for coal it seems like a pretty large amount.

Secretary DANIELS. You are quite right, we have got to cut coal bills and will cut coal bills.

Mr. KELLEY. We could train 200,000 men a year in those three stations—Chicago, Hampton Roads, and Newport—allowing a four or five months' course.

Secretary DANIELS. Well, many of the buildings in all those stations are buildings built in the early days of the war, and some useful purpose will be found for them until they are razed or otherwise disposed of.

Mr. KELLEY. Can't you get rid of them all at once and save this expense?

Secretary DANIELS. How could you get rid of them? You mean close one of them up?

Mr. KELLEY. If I had the authority I know how I could get rid of some of them.

Secretary DANIELS. You mean close up these stations?

Mr. KELLEY. I would tear down the excess temporary buildings put up for the war and get within normal limits. Why not do that? In other words, Mr. Secretary, why is it necessary to maintain a training capacity of 200,000 annually in those three places?

Secretary DANIELS. We haven't anything like 200,000 in those three places.

Mr. KELLEY. You can take care of how many at a time in Chicago?

You can take care of 25,000 at one time in Chicago and 15,000 at each of the other two places?

Mr. BRITTEN. They can take care of 26,000 at the naval operating base between the two camps, 13,000 at each place.

Secretary DANIELS. During the war, when they were at high-water mark, we could take care of 109,000.

Mr. KELLEY. Well, there were some in tents then, but they could take care of 25,000 in buildings in Chicago and 13,000 in each of these other places, considering these two camps at each of the other places. That makes 50,000 boys you can count on at one time.

Mr. BRITTEN. Forty thousand boys. You have only taken 13,000 twice; it should be taken three times for Newport. You have got the two camps at Hampton Roads. They take 26,000 men.

Mr. KELLEY. I did not know that.

Secretary DANIELS. I don't think we could take that many at Hampton Roads.

Mr. BRITTEN. You could take 13,000 at each station, Mr. Secretary, 13,000 at the main training station, and East Camp has a capacity of 13,400.

Secretary DANIELS. I am not sure about the number.

Mr. BRITTEN. I think that is fairly accurate.

Secretary DANIELS. Well, you have looked into that; I haven't the figures here.

Mr. KELLEY. Now, if we had a Navy of 200,000 men, and things running along normally, you would need to train about 50,000 men a year. Not more than 25,000, if you gave them a full six-months' course, need be kept at these places at any one time; whereas we have two or three times that capacity. Now what is the use, Mr. Secretary, of retaining these temporary buildings and keeping them heated in the winter and painted and kept in repair?

Secretary DANIELS. I think we ought to begin to tear them down.

Mr. KELLEY. That is just it.

Secretary DANIELS. Those that were built in the earliest days of the war—all of them ultimately ought to be torn down.

Mr. KELLEY. Why not make a good clean job of it and get them all down right away? Why not go at it right now and charge it up to war expense?

Secretary DANIELS. We have got to regard all these temporary buildings as a war expense, of course.

Mr. KELLEY. Absolutely; just wipe them right out.

Secretary DANIELS. Of course, we can do it. Hampton Roads and Narragansett are two places where the fleet spends much time. In other countries where they have large navies they build houses on the shore for the sailors to live in at bases when they come there frequently. There is nothing in the world a sailor wants to do so much as to sleep on land. For a long time the naval officers of this country have wished the same facilities for our sailors that some other navies give to their sailors. When they are in the base they have houses for them to live in. Now, we have those houses built. I would not have advocated building them, but they are built and they

Secretary DANIELS. Yes; certainly.

Mr. KELLEY. I am not blaming the Secretary, Mr. Padgett; I am only getting the Secretary's cooperation.

Mr. BRITTEN. I think that the Secretary can right now, under existing authority, salvage all the buildings that he does not desire to maintain.

Secretary DANIELS. Well, I think we ought to do that, but we ought not to do it in the way of tearing down a perfectly good building.

The CHAIRMAN. If we can not show that we can save several hundred thousand dollars by it in the way of maintenance then I will get off the job.

Mr. BRITTEN. Mr. Secretary, just carrying that a little further, if you please, you in a jocular manner a moment ago said that it might be a good thing if these buildings should burn. We all understood the joke.

Secretary DANIELS. I said if I could select the buildings.

Mr. BRITTEN. It is my impression that the salvage you would get out of those buildings to-day might justify your tearing them down and salvaging them, when you would not profit in salvaging those very same buildings in a year or two from now? In the first place, your plumbing fixtures, your piping, and everything will have become thoroughly rusted and will be largely valueless; your timbers will have become worm ridden and rotten; your glass and window sash will have been broken; your door panels will have checked—by checking I mean will have cracked from the weather and sunshine, because they are not going to be maintained; they are not going to be given a coat of lead and oil to sustain them for a year.

The CHAIRMAN. The roofs will tumble in.

Mr. BRITTEN. The roofing will be no good because they are paper, but the material under that paper is good to-day, but it will not be good in year or two from now, and if you are going to salvage those buildings, if you really hope to get something out of them, my suggestion is that it be done now, because the timbers, the two by fours, the four by fours, the two by sixes, all of the floor joists are good to-day, but if you go to stacking cement and other material on those floors they will break and soon be valueless. Take East Camp, for example; you say you are going to put light supplies in there, but light supplies will break through those joists, because those buildings are constructed to carry very little on the floors. You are simply destroying good lumber that is valuable to-day, and it will be of no value in a year from now. Your sash will be worth nothing at all in a year from now, your window sash. The doors will be worth nothing in a year from now. To-day they are good material, because everything is very high that goes into the construction of a building and people will buy it. I think you ought to do it now.

The CHAIRMAN. Now, following Mr. Padgett's statement as to policy, I would not ask you, or any other sincere man like you, to do anything that I would not do myself, you understand; and it is not for the purpose of embarrassing or compromising you in any way that I make these statements. We are just talking here seriously among ourselves as to how we can save something for the country, not to suggest that Congress should take the lead, but Congress would join with you or take your recommendation and put

it down on the books that we will sustain you in salvaging these buildings if you think it is the right thing to do, and stand by you on it.

Mr. HICKS. May I make a statement in regard to this? We have been here for several weeks discussing this matter of salvaging our surplus war material and our surplus training camps. Questions have been asked and answered. We go around and around, and as each witness appears we ask him the same questions and arrive at the same place, which is where we began. We are confronted to-day with an unusual condition in this country, a condition that requires expert business sagacity to handle properly with the least loss to the country. I do not think it competent for this committee, sitting here as a committee, to suggest or to recommend what shall be done in regard to the salvaging of this material. We may simply make some offhand suggestions, but we haven't the knowledge necessary to reach a very thorough and businesslike determination.

Mr. KELLEY. You don't want these old camps kept, do you?

Mr. HICKS. I feel this way about the whole matter: That in order to arrive at a proper solution of this question we should have some sort of a commission appointed who would take up all the various matters, talking with the heads of the Navy Department, consulting with this committee possibly and with other Members of Congress, to arrive at some definite, scientific business method by which we could dispose of this property and go before the country with that program and know that we are accomplishing something which will be beneficial and saving to the taxpayers, and I think we ought to have a committee or a commission who would prepare a survey of the whole situation and present it to us. I feel that probably 90 per cent of the camps and materials should be salvaged at once, for they were created for a purpose and that purpose no longer exists. and it is waste of money to pull them along.

Mr. KELLEY. It all seems simple enough to me. We put these things up for the needs of the war; we would not have put them up if we had not had the war; we have no use for them when the war is over, and there is no use spending further money keeping that war necessity going; but we should dispose of them and charge them up

maybe that can be brought into service. and somebody could, it seems to me, better suggest that policy who has investigated it than we can sitting around there. I agree with you on the general proposition to salvage, to tear down not to destroy, but to tear down to economize, as much as possible and let that be water that has gone over the wheel. But there are some things probably which we can handle in a little more scientific way than just striking right and left without knowing what we are doing, and then regretting afterwards for not having investigated the matter fully.

Mr. KELLEY. You and I have been here long enough to know that there are folks lying awake nights to find some use to put these old buildings to wherever there is a building. The towns in which they are located all want them continued in some capacity, and new activities, and the sooner you get rid of that pressure the better. Now, we have got a great camp, unnecessarily large, at Chicago, and I think Mr. Britten agrees that the best thing even for the locality there is to get these temporary wooden buildings out of the way.

Secretary DANIELS. I think you are quite right, Mr. Kelley, in saying we should not keep buildings that we do not need.

Mr. KELLEY. Not only that, but you put boys guarding them, and I can't think of any more demoralizing thing for a young man than walking around guarding an old building with a gun on his shoulder.

Secretary DANIELS. I think that you gentlemen of the committee know the situation better than anybody outside, and the men in the department and your committee understand the situation. Now, the only question before us is, Shall we tear down these buildings that we do not now use?

Mr. KELLEY. Well, you can look ahead a little and see if you need any reasonable expansion.

Secretary DANIELS. My theory is this: You take Quantico, for instance, there are buildings there built in the first three months of the war which are very poorly built. They ought to go. The buildings built afterwards will last 10 years, and it would not be economy to tear them down; you would not get enough salvage out of it to justify it.

Mr. PADGETT. Wouldn't you get any salvage? Wouldn't they cost you as much to tear down as the lumber would sell for? What has been the experience on that?

Secretary DANIELS. Of course, the experience we have had with those that we have abolished—and, of course, many of them have been abolished; we had 20 or 30 stations during the war, a very large one at Pelham and other places—the salvage has been very little. By the time you tear it down and get it in shape to sell it amounts to very little, because it was cheap construction to begin with.

Mr. KRAUS. I think about 5 per cent above the cost of demolition.

Secretary DANIELS. The salvage is very small.

Mr. BRITTEN. There is no question about that.

Secretary DANIELS. But Mr. Britten's idea was that we could sell the doors and other things and get a fairly good salvage out of them. If we can, we ought to do that.

Mr. BRITTEN. Even though it is not a fairly good salvage. That depends on what you may call a fair price. You are not tearing down to destroy; you are tearing down to save.

Mr. KELLEY. That is right; to prevent expense.

Mr. BRITTEN. Not only the expense of maintenance, but the material you tear down is worth something to-day. If you take it down two years from now, it will cost you just as much to take it down and it will be useless and worthless.

Now, Mr. Secretary, some of the committee feel—and I am one of them—that we ought to go to Chicago one of these days and make a very careful survey, just as we did down at Hampton Roads, with a view to getting rid of everything west of the N. W. tracks. You have an enormous establishment there, and it occurs to me that inasmuch as the title of that land is vested in the Government, and you took every legal step to remove property owners from their property and have had an appraisal made of the value of their land, you have never settled with the property owners—when I say “you,” I mean the Government has not. On the contrary, notice was sent out telling property owners that they should arrange to take the property back, and I am wondering if it would not be a better idea for the department to go ahead and buy at the appraised price that property on which we have erected buildings, and then salvage the property as best we can. The commandant of the Great Lakes station was before the committee recently, and he said that a number of the property owners would be glad to get their property back, but others would not, and in that event I think the Government ought to acquire the property at its original appraised value—the appraisal made by the Navy Department—and then sell it. What do you think about it?

Secretary DANIELS. We must treat those men fairly. We can not have a hard and fast rule about it, however.

Mr. BRITTEN. Supposing they don't want to take damages? Now here are two cases that I have in mind, and I know you have, right at this moment, the Dewey property, that has a very expensive lay out, \$90,000 worth of buildings on 80 acres. Then south of that there is another piece of 80 acres that has been damaged very little, probably. Mr. Secretary, I think the fair thing, and the big thing, and the proper thing for the Government to do is to buy all that property west of the tracks at the appraised value and then salvage it as best

Secretary DANIELS. If we have bought from a man a piece of property and we have not paid him, and he chooses to take it back, we can give it back to him.

Mr. PADGETT. But it might be worth a great deal more than you paid for it. I am talking about the abstract question now.

Secretary DANIELS. I have not found that so yet.

Mr. PADGETT. But the thing I am talking about is this: If it was taken under that standardized proposition that Congress passed in a number of cases, that the President would take it over as a war measure, appoint appraisers to value it, and if the party was satisfied to accept the price, to pay it; if he was not, to pay him 75 per cent, I think; and then that act provides that the title is thereby divested out of the owner and vested in the Government of the United States. Now then, if the title vested in the United States, where is the authority to part with that title, any more than there is to part with the title to this Capitol Building?

Secretary DANIELS. Well, I have left that to the solicitor, largely. I have not taken that up.

Mr. BRITTEN. May I help you out on that?

Mr. PADGETT. I think it would take authority of Congress to authorize parting with the title.

Mr. BRITTEN. That is the very point I want to call to your attention. The Secretary has recommended legislation along that line, which is resting in the committee now.

Secretary DANIELS. I left that to the Solicitor.

Mr. BRITTEN. And that is the reason I brought the matter up. I am afraid, Mr. Secretary, if that legislation is passed—I am going to be very frank with you—if that legislation is passed I am afraid the authorities here will use that as a stick, as a big stick, over the property owners, and the property owners will not get a fair shake.

Secretary DANIELS. Well, of course, our policy toward all property owners has been one of justice and equity, and I will take it up with the Solicitor and ascertain if that is the best plan to pursue. He has had charge of that property matter.

Mr. BRITTEN. Here is a case that I have in mind. The case of a young man who has enlisted in the Navy, and left his wife at home on a piece of property which he owned. The Government acquired that piece of property while he was on the high seas. He was somewhere between here and France. His wife was told to get out; that the Government needed that property for training-station purposes. She had a few cows, all sorts of farming utensils, which she had to sell at a sacrifice.

There is no question about that. Now, the husband does nothing about this until he came back. There is nothing he could do. Now, the Navy Department writes this gentleman a letter and says: "We have decided not to pay you for your property. You must take it back." If this legislation is passed granting this authority or vesting this authority in some governmental office, it will act as a club over the heads of these people and will force them to take their property back. They have no alternative but to go into the Court of Claims and sue, which might mean a matter of 5 or 20 years, and I don't think that the Government should force an injustice of this kind.

Mr. PADGETT. The Government could authorize the parties that sold the property to just take it over. I don't mean to disaffirm the

**contract.** My contention is that the Government is the owner of the property, and that it takes authority of Congress to divest the Government as owner, and that the only thing that the Government can do is to go ahead and pay under the authority of that act unless they get additional authority by additional legislation, which might be accepted by the other party.

**Secretary DANIELS.** Which we are asking. I appointed a board composed of Admiral McKean, Admiral Parks, and Commander Hilton, who were passing through Chicago on other matters, to go to the Great Lakes and report what they thought ought to be done, and they reported that certain property on which we had built nothing should not be purchased. They did not know the legal status of it. I had not followed it myself, and then upon their recommendation we asked legislation to turn that property back to these people.

**Mr. BRITTEN.** Well, not only to those people, Mr. Secretary, but to others.

**Secretary DANIELS.** And to those others whose property we did not need at Great Lakes. Now, as I understand you, your theory is that we should take this property at an appraised value and then tear down the buildings over on the other side of the tracks.

**Mr. BRITTEN.** Mr. Secretary, what I particularly had in mind was that the property which now belongs to the Government should be paid for. I don't think it is fair, and it is going to be very hard to force upon an owner the taking back of property which he does not desire. I intend to hold the bill in committee until I am assured of fair dealing all around.

**Mr. OLIVER.** Mr. Britten, what is the purport of the bill you have in mind? What does it seek to authorize?

**Mr. BRITTEN.** It vests in the Secretary the power and the authority to return this property, property which has not been paid for and to which the Government has acquired a title.

**Mr. KELLEY.** I doubt whether you could do that.

**Secretary DANIELS.** I have not taken that point of view of it. Certain land there was taken over for war purposes.

**Mr. KELLEY.** It is like legislating that Mr. A. should buy back property that we bought of him.

**Mr. OLIVER.** You could authorize him to sell where the owner did not elect to take it back. I agree fully that we should pay what the property is worth.

**Mr. MUDD.** I want to ask the Secretary a question there. You have an experimental laboratory at Belleview Field?

**Secretary DANIELS.** Yes.

**Mr. MUDD.** Couldn't you save money by consolidation and putting that down at Annapolis?

**Secretary DANIELS.** I don't think so.

**The CHAIRMAN.** We will adjourn now until half past 10 to-morrow morning.

(Thereupon the committee adjourned until 10.30 a. m. Tuesday, March 9, 1920.)

Tuesday, March 9, 1920.

The committee met at 10.30 o'clock a. m., Hon. Thomas S. Butler, chairman, presiding; and proceeded, in executive session, to hear the Secretary of the Navy and Admiral Robert E. Coontz, Chief of Naval Operations, after which the hearing was opened and—

**Statements of HON. JOSEPHUS DANIELS, Secretary of the Navy, and of ADMIRAL ROBERT E. COONTZ, Chief of Naval Operations—Resumed.**

The CHAIRMAN. The committee will come to order. Proceed, Mr. Secretary.

Secretary DANIELS. This is what Admiral Fletcher thought would be necessary, so that we could repair and keep in shape a part of the fleet. Of course it would not enable us to dock all of them—we could dock all the fleet in time, but this appropriation is to provide the machine shop. That is the most important thing necessary.

Mr. PADGETT. That is an extension of the power plant?

Secretary DANIELS. That is an extension. Of course that would put a condition in the future, if we needed it for the whole fleet or half of the fleet.

Mr. PADGETT. Now, coming down to your anchorage bases there, you come into Pearl Harbor through a 35-foot channel about 600 feet in width, if I remember correctly. How much anchorage have you got inside of Pearl Harbor?

Admiral COONTZ. We have very little, Mr. President, but we would not expect to use it. We would expect to send these ships in there for docking and supplies, but the fleet would in time of war be waiting outside there to jump at the other fellow. The anchorage in there is not considered effective. There is, at present, room for 3 capital ships, 8 ships of the cruiser and train type, and 31 destroyers or submarines.

Mr. PADGETT. So you would not use it then as an anchorage station and base, but they would come in and go out?

Admiral COONTZ. For the larger ships; yes. We could put destroyers in there and submarines, and there is considerable space, as you may recall, around the islands, but such a thing as anchoring a fleet in there, no; it would be outside.

Mr. PADGETT. You would keep the fleet outside and send ships in as they would need supplies and repairs?

Admiral COONTZ. Docking repairs, or whatever happened after a fight.

Secretary DANIELS. One of the improvements that Admiral Fletcher spoke about when we were in Hawaii, was that we should have a very large development in dredging, cutting off one of the islands, dredging around the island, so that you could come in better and you could harbor more ships, but we did not press that in this bill. Ultimately that ought to be done.

Mr. PADGETT. I am speaking of it though with a view of having it as an operating place, efficient and effective in case of war. Now, will the docking that you have there, the docks there, be sufficient?

**Admiral Coontz.** I believe there is another dock in contemplation, perhaps smaller than the present dock, with a minimum of 45 feet over the sill. That is for the future.

**Secretary DANIELS.** No; this dock is large enough for any ship, and of course if we had the whole fleet there we would need other docking facilities.

**Mr. PADGETT.** But I am assuming that half of the fleet will be on the Pacific coast. It is contemplated to put another dock, a big dock in Hawaii, in Pearl Harbor?

**Admiral Coontz.** Yes, ultimately; it is contemplated eventually in that \$22,000,000 I mentioned to Mr. Oliver for twin docks at Puget Sound. The Pacific coast is very short of docks, both for commercial and naval purposes; so much so that we have to let them use our naval docks, which I think we should do—in fact our view is to help out everybody commercially as much as we can.

**Mr. PADGETT.** Yes; I am speaking now about the naval provisions. Now, so far as docks are concerned, would it not be advisable, instead of attempting to put another dock at Pearl Harbor, because of what we found to be the conditions there in building this one, to build the docks at Bremerton instead of attempting to build another one in Pearl Harbor?

**Secretary DANIELS.** I did not understand that we were going to build another one at Pearl Harbor.

**Mr. PADGETT.** But if that should come up?

**Admiral Coontz.** If it should come to pass, Mr. Padgett, I should say first put the docks on the mainland at either Puget Sound or the base we propose to establish in San Francisco Harbor.

**Mr. PADGETT.** You have much better ground at Puget Sound?

**Admiral Coontz.** We have the best of all, and I believe the cheapest docks. We never have any trouble there at all.

**Mr. PADGETT.** So that if, as I understand, the Army has extensively and perhaps adequately fortified Pearl Harbor from the mountain heights there, and so far as you know there is nothing contemplated further in the way of land fortifications, is there?

**Admiral Coontz.** That I could not say, Mr. Padgett. They are going to put in some long-range guns, and whether they are all through or not, I do not know.

**Mr. PADGETT.** Is Pearl Harbor regarded as well fortified from the land?

**Admiral Coontz.** I believe the Army considers it so now. You see the Army has taken over now all defenses, even against aircraft. We have turned all that over to them. In other words, it is their job to defend our bases.

**Mr. PADGETT.** Now, then, the Army having fortified it from land, a million and a half dollars would put Pearl Harbor in first-class condition for war purposes—you say a million, but add half a million for good measure.

**Admiral Coontz.** No; I would not say that for a finality, Mr. Padgett. I would say that that would go a long ways and be a great help. Now, just what further development that would require for the big fleet I would have to look into further, but this would be a great blessing to go this far along this year. The McKean-Parks Board report contemplated an ultimate development estimated at about \$27,000,000.

Mr. PADGETT. But so far as you have in mind now, and the plans that you have worked out with your planning section, and what you have as being required, this is all that you know of at the present time?

Admiral COONTZ. This is all that we thought we ought to ask for at the present time. I did not go down there with the Secretary. I will have to ask him if he recollects any great projects that came up down there?

Mr. PADGETT. Well, there is no great project come up that has impressed itself on your mind, other than what you have submitted?

Admiral COONTZ. No, sir; but I will say this, that I have not been in the business here long enough to go into every station and navy yard, as I hope to in time.

Mr. PADGETT. I understand, but with the planning section and what was submitted to you, and what has impressed you with the importance of Pearl Harbor should be No. 1 in the big bases; this is what has impressed itself upon the planning section and upon you to put it in condition where you think it should be?

Admiral COONTZ. This is what has impressed itself upon me and upon the chiefs of bureau as we sent over this bill, as what is necessary now to start putting it in good condition.

Mr. PADGETT. And if we give you that \$1,000,000 you can put it in good condition?

Admiral COONTZ. No; I am not prepared to say that that would be the finality, without going back and studying it.

Secretary DANIELS. We can not promise, Mr. Padgett, not to come back.

Mr. PADGETT. It is not worth while to make that promise, because I know the course—more and more to follow.

Admiral COONTZ. Mr. Padgett, the report of the McKean-Parks Board. I think, gives it all. That has been transmitted to Congress. Mr. Secretary?

Secretary DANIELS. That is in the report, yes.

Admiral COONTZ. I should not be surprised, Mr. Padgett, if they made very large recommendations which could probably be trimmed and cut down, but I would have to make a little further study of it before I would make a final answer. But we believe that this is going to be a great help toward getting that base ready for the fleet. As I stated above, the ultimate development recommended in the McKean-Parks Board report would cost about \$27,000,000. I have not personally studied the items.

Mr. PADGETT. What I wanted to see was if the things that had impressed themselves upon your mind as necessary to put Pearl Harbor in first-class condition had been presented, and if the \$1,000,000 or \$1,500,000 would cover those projects that have presented themselves to you as important and urgent to make Pearl Harbor come up to your idea of a first-class base?

Admiral COONTZ. We considered all these questions, Mr. Padgett, in the line of our needs and the economic administration of Government funds; and to that end we put in as little as we could to help us with this efficiency, the idea being to make a start in the development of the bases essential for maintaining our fleet in the Pacific.

Mr. PADGETT. Now, about your docks, this 1,000-foot dock, you use that for docking small ships?

Admiral COONTZ. Yes, sir.

Mr. PADGETT. That is very expensive, isn't it?

Admiral COONTZ. Yes, sir; it has been proposed to build the docks so that they might be what you would call sectional, simply divided into three parts. You can let in a smaller vessel. But as we progress, we gradually get larger and larger docks and some small ones. At Puget Sound we have a small dock, and at Norfolk.

Mr. PADGETT. What I was going to say, at Pearl Harbor, having your big dock and having small ships there, with a long radius of travel, going to and from the islands, shouldn't you have a smaller dock at Pearl Harbor that would be adapted to docking your ships from medium size down?

Admiral COONTZ. Yes, sir. I would like to say about this, Mr. Padgett, that I have not thoroughly considered the improvements like that at Pearl Harbor. I have considered the need of the base there, and all that, but I am not up on it enough to talk to you about it as to what the future needs are and what they have put in.

Mr. PADGETT. It just occurred to me that with submarines and destroyers and small cruisers—craft of that character out there operating, instead of running back 2,100 miles to San Francisco, or running up to Bremerton, with small craft, or putting small craft of that kind in a 1,000-foot dock and having to pump out all of that water, that it would be a matter of economy and expedition in work to have a dock intended and suited for docking small craft.

Admiral COONTZ. I thoroughly agree with you, and have no doubt that possibly that has been recommended there, also holding out ways for the small craft and things of that character. They would be very useful in time.

Mr. PADGETT. Isn't there a marine railway there?

Secretary DANIELS. We are asking in this bill to complete it.

Mr. PADGETT. I see there has been one authorized.

Secretary DANIELS. Yes; we are asking to complete it now.

Mr. PADGETT. And enlarge it, I believe.

Secretary DANIELS. That is quite important.

Mr. KELLEY. Now, Admiral, I wrote the Secretary a while ago a letter asking him in substance how \$400,000,000 would be apportioned among the different bureaus in case that sum were allowed. As I understand it, you and the other bureau chiefs have had that matter up?

Admiral COONTZ. Yes, sir.

Mr. KELLEY. And you have made reductions and additions so that the amount asked for as it left your hands was how much?

Admiral COONTZ. \$484,000,000.

Mr. KELLEY. That did not include any new building program?

Admiral COONTZ. No, sir.

Mr. KELLEY. Well, did you leave that off because you did not think that was imperative this year?

Admiral COONTZ. No, sir; we left it off because we understood your letter not to include that. You spoke of the increase in the Navy, machinery, etc., but did not mention the building program.

Mr. KELLEY. And \$484,000,000 was the best you could do?

Admiral COONTZ. Yes, sir; that was the best we could do.

**Mr. KELLEY.** Suppose you did not have but \$400,000,000, what would you do next?

**Admiral COONTZ.** We would be in a worse fix than we are now.

**Mr. KELLEY.** Where would you make the cut if you had to do it?

**Admiral COONTZ.** Why, Mr. Kelley, by the acts of Congress before we start to make any reductions whatever on a \$400,000,000 appropriation you have actually practically already appropriated at least \$220,000,000 by statutory act, which would leave us \$180,000,000.

**Mr. KELLEY.** That is for paying the men in the service and the officers and all that sort of thing.

**Admiral COONTZ.** Yes, sir; under the present scheme, and allowing for only 125,000 men on the average and only 20,500 marines—an average of 20,500.

**Mr. KELLEY.** You are asking money for only 20,500 marines and 125,000 men, and you still require \$484,000,000?

**Admiral COONTZ.** In the consideration of that matter, much to our surprise, we found that large sum, \$220,000,000, practically appropriated already. This reduction cuts all the staff officers off on the 30th of June, outside of those allowed in the Regular Navy. It allows for about 600 reserves in the line. It allows for the payment of reserves under the law, which, much to our surprise, was \$20,000,000. We have got to pay the people on the reserve list or, of course, by legislation, reduce and cut them off. There are numerous continuing appropriations of all kinds, and when we added those amounts up we got to about, as I say, \$210,000,000 or \$220,000,000. That left \$180,000,000 out of the \$400,000,000. To our mind the Navy exists only for the ships and the men. The rest are all side shows. There might as well not be any Navy Department here if you haven't your fleet. The ships and men are what we must finally come to.

To properly repair the ships for the next year, and which we know will take two years before we catch up, requires \$31,000,000 for Bureau of Construction and \$30,000,000 for Bureau of Steam Engineering and \$9,000,000 for upkeep and maintenance at the navy yards and \$17,500,000 for Bureau of Ordnance.

**Mr. KELLEY.** Maybe we can get at this just a little more directly. If we had to cut off any more, we would have to put out of commission a large number of ships and reduce the number of men, would we?

**Admiral COONTZ.** If we had to cut off any more, Mr. Kelley, outside of the improvements at navy yards, you would have to shut down such stations as, for example, Chicago and Newport; you would have to by law stop enlisting men and outfitting them, and stop the repairs to ships, and you would get down to a Navy in commission that possibly would be 70,000 or 80,000 men, and, say, 50,000 at sea. You can see what you would come to. Your navy yards would be congested with ships out of commission; your repair work would slowly come down, and you would have an inefficient Navy. I won't say that you can't stop stations; that you can't close navy yards; and that you can't stop all improvements, additions to dry docks, and all that, and you can stop aviation if you take the chance, but you can't cut that money down much and carry the Navy on.

**Mr. KELLEY.** Then we really have come to this proposition, haven't we, admiral, that if we should reduce the expenditures to \$400,000,-

\$300, we would have to reduce the number of men probably 50,000 below what you have estimated?

Admiral COONTZ. Quite a number of men.

Mr. KELLEY. That would be \$50,000,000 off, and the other \$30,000,000 perhaps could be picked up around in repairs of ships and putting ships out of commission, and saving coal, and all that sort of thing?

Admiral COONTZ. Of course, I don't believe that you could cut the \$50,000,000 off, Mr. Kelley, because to start with, as I say, you are in for \$20,000,000 on your reserves: you have got to pay your retired list and your enlisted men, and you have got to carry on your people at the naval homes and things of that character. So the \$50,000,000 cut would just cut the heart out of the Navy.

Mr. KELLEY. Really, then, for \$400,000,000 we can not run much more of a fleet than we did for \$180,000,000 before the war. We used to have a Navy of about 55,000 or 60,000 men, when I first came here, and it cost about \$130,000,000, and now we have built up such a shore establishment all around, and that is so important and so vital a thing in connection with the Naval Establishment as a whole that for \$400,000,000 we can not have any more of a fleet than we had before the war. Is that the situation we are in?

Admiral COONTZ. No, sir; the vital part of the shore establishment—

Mr. KELLEY (interposing). It looks like that, Admiral.

Admiral COONTZ. I say the vital part of the shore establishment and the keeping of all those things up is something that we are not so much concerned in as with the fleet.

Mr. KELLEY. You stated a while ago—and I think stated correctly—that everything in the Navy is for the fleet.

Admiral COONTZ. For the fleet; yes, sir.

Mr. KELLEY. And yet you can not cut this down on shore and keep a fleet much larger than we had before the war. That is just the situation we are in. You can not cut it down below \$400,000,000 and keep a fleet any larger than we had before the war.

Admiral COONTZ. We can cut it down, Mr. Kelley, by cutting out stations, etc. I can take that bill and cut it down.

Mr. KELLEY. And still keep your fleet up to where it ought to be?

Admiral COONTZ. If we stop all the improvements for a year; if you close your numerous training stations.

Mr. KELLEY. Are they all necessary for the fleet?

Admiral COONTZ. If you are willing to close certain navy yards.

Mr. KELLEY. Are they necessary for the fleet?

Admiral COONTZ. We consider them necessary for the fleet, Mr. Kelley, just on the line that we must be prepared for the next war that comes along. This time we spent billions in putting up stations and in buying land and doing all those things which we should have done before, and which are just as essential now as they were then; therefore we could not agree to cut any of those out. A large amount of that—I won't say a large amount, but a great amount of that cost comes in getting rid of surplus stores and stuff that we have got now, and in upkeep; and as we gradually sell that off—there is \$230,000,000 of one kind of stores in the supply department; there

are numerous ships that we want to sell, and that is a great part of the upkeep. We are still demobilizing. It will take maybe a year yet before we have gotten rid of the two or three hundred million dollars' worth, but that money is running into the Treasury.

Mr. KELLEY. You see, Admiral, where we are going all the while. You are not only going to keep everything you have in the way of shore establishments, but you are recommending the establishment of a lot more; you are recommending a new \$40,000,000 base at San Francisco; you are recommending another establishment down at Los Angeles and two more between San Francisco and Pudget Sound, and still with the \$400,000,000 you can not keep a fleet in operation any larger than you had before the war; and when we get all these new stations in operation, \$400,000,000 will not keep them going, to say nothing about the fleet at all.

Admiral COONTZ. Why, Mr. Kelley, the fleet is so much larger now than it was a few years back that we can not compare them. The expenses have got to be greater.

Mr. KELLEY. But you are not able, you say, with \$400,000,000 to keep any greater fleet in commission than when the Navy was costing us \$130,000,000.

Admiral COONTZ. Oh, we can keep a greater part of it.

Mr. KELLEY. If you had to cut \$84,000,000 off those cost estimates, you don't know any place to cut it except for the men or the repairs to ships.

Admiral COONTZ. Oh, quite the contrary, Mr. Kelley. I say you can instantly stop \$30,000,000 of public works. You can stop your reserves; you could get along and save another \$20,000,000. You can stop, for example, Chicago; you can stop, for example, Newport; you can stop, for example, New Orleans; you can stop, for example, Portsmouth, N. H., or any stations you chose to close; but you have them and I would certainly keep them; they are established by law and the Navy has nothing to do with that part of it, except to recommend money necessary to maintain them efficiently for use of the fleet.

Mr. KELLEY. But they are part now of the naval establishment.

Admiral COONTZ. Yes. And we have six hundred and odd ships, and we are going to sell them down to 460.

Mr. KELLEY. And every one of these naval establishments have expanded on a war basis. Take Chicago, or Newport, or Hampton Roads; now you want to keep those all going on a war basis.

Admiral COONTZ. No, sir; think of the number of establishments that we have sold out and closed up by the score, and these we have kept all right, cut down the operating base, cut down Chicago, cut down Coddington Cove, but don't cut down the officers, and the men, and the ships.

Mr. KELLEY. I agree with you entirely on that, but what about all these new stations which you say are so necessary. this year? We have gone through the war with a great many more ships than we have now, because we had all these commercial ships to keep in repair and in commission.

Admiral COONTZ. Mr. Kelley, we have become a world power, and we have got to take our place with that, and you are going to have a

16-billion-dollar navy right straight along. It is going to cost as much next year as it does this.

Mr. KELLEY. Well, you are asking for \$484,000,000 in this bill and those 16 big ships haven't come in yet at all.

Admiral COONTZ. Another thing, Mr. Kelley, you have got to look at our shore establishments and the vast increase in wages when you take all this into consideration. Think of the amount of money in this bill that means wages and material. There is part of your answer.

Mr. KELLEY. But, you see, you have got all this tremendous establishment for a very small fleet in full commission.

Admiral COONTZ. Oh, we don't call it a very small fleet, Mr. Kelley; we call it a pretty big fleet. We jump up from 236 to 460 and we want to keep in commission, and you have got a pretty big fleet and your expenditures come accordingly. The Navy don't bear the blame of getting up these various stations and adding to them; they are enacted by law.

Mr. KELLEY. You are to blame, aren't you?

Admiral COONTZ. No, sir; they are enacted by law.

Mr. KELLEY. Congress would never have built the stations unless the Navy Department recommended it.

Admiral COONTZ. They all, of course, have their good points. When they come along at a certain place and give us a couple of million dollars worth of land, and we take it and we need the stations. The navy yards on the east coast are scattered from New Haven to Portsmouth.

Mr. KELLEY. And if we follow your recommendation we are going to spread out into the same thing on the Pacific coast, building stations 80 miles apart.

Admiral COONTZ. Yes; and we need them.

Mr. KELLEY. I am very much obliged for the information, Admiral.

Admiral COONTZ. I am sorry I could not make it better.

Mr. PADGETT. In other words, Admiral, the Navy is two and a half or three times the size that it was before the war, and the cost of labor and material is two and a half times as much as it was

was spent at Pearl Harbor up to June 30, 1917, when the great percentage of that must have been maintenance, and there is nothing to show for it.

The CHAIRMAN. Admiral Parks separated the two, and I wish you would separate them. I want the amount of public money that has been expended at Pearl Harbor—and mind you, we are not through 1920—we are in 1919.

Mr. KRAUS. Admiral, I want to call your attention to the shore establishments which Mr. Kelley has been emphasizing, and state some facts that have been elicited from time to time, and call them to your attention for any comment you desire to make. The figures I give refer only to shore establishments, and in making these comparisons I am using figures which I obtained from the bureau. The shore figures exclude personnel at Navy Department, Washington, D. C. I want to compare the total number of officers on June 30, 1916, with December 31, 1919. The total number of officers in 1916 was 4,243; the total number of officers December 31, 1919, was 11,079. The number of enlisted men on June 30, 1916, was 54,234; the same item on December 31, 1919, was 103,758.

Now, the number of officers at shore stations June 30, 1916, was 1,222, or equal to 28.8 per cent of the total number of officers in the service. On December 31, 1919, the number of officers in the same service was 4,009, or 36.2 per cent. That is one item I would like to call to your attention for any comment you desire to make.

Admiral COONTZ. There are several reasons for that, Mr. Kraus. The first is that a large number of those officers on shore were simply there preparatory to being gotten rid of. Every day a certain number of them resign and get out.

The second reason is that in our present shortage of men there is no call to keep a number of the ships fully manned. They are in reduced commission, and all that we have asked to hold after the 30th of June is 10,000 officers, including 1,660 warrant officers, and when we get down to that limit you will find that the proper number are at sea. That is the comment I wish to make.

Mr. KRAUS. Now, let me give you another item.

Mr. OLIVER. How many officers are engaged at different industrial plants in supervising cost-plus contracts?

Admiral COONTZ. I do not know, but there are a large number of officers of the supply corps so involved, and the Secretary has ordered that on the 30th of June, if you pass this in the personnel bill, that only the regular officers be left in the staff up to those amounts. Those people automatically get out on the 30th of June, but the cost-plus contracts, involving hundreds of millions, somebody has got to be there to do it, but we propose to cut all these people out, cut them down.

Mr. OLIVER. Are the officers as well qualified for such work as those specially trained therefor?

Admiral COONTZ. We consider our officers qualified for that kind of work, Mr. Oliver. We don't consider there is anything difficult in that.

Mr. KRAUS. You think the percentage is not so disproportionate to-day as it was on December 31?

Admiral COONTZ. I don't hesitate to say that there are too many officers on shore, and the reason is, as I stated, we haven't the men to

man the ships, therefore we don't keep the ships moving. Secondly, a lot of those people are in hospitals and sick, waiting to be retired or gotten out and many are reservists in the process of demobilization. Most of the demobilization is on shore. There isn't a week that I don't let some of the officers in my own department go. They are coming down all the time, and coming down to the limit, and those that are going are the reservists who have been kept for special duties.

Mr. KRAUS. Remember, Admiral, when I gave you this 41.7 per cent. that is 41.7 per cent of 11,099. It is a comparison of the figures as they were December 31, 1919. It is a relative comparison; it is not actual numbers. Of course, I have given actual numbers, but the percentages are merely the relative condition.

Now, let us go to enlisted men. Enlisted men on shore duty same date in 1916 were 12,344, that being 22.8 per cent of the total number of enlisted men—22.8 per cent of your 54,234. Number of enlisted men December 31, 1919, 36,731. On December 31, therefore, you had 35.4 per cent of the men on shore duty.

Admiral COONTZ. Yes, sir. My comment is this, that as the pay bill has not passed, we have steadily lost our men until at the present time of our 100,000 men I should say, roughly, that only 16,000 men are old-timers. The rest of them are the raw recruits, from 18 years up, that had to be sent to these training stations and straightened out before they get to sea. As I stated in my former hearings here, with a Navy of 143,000 men authorized at present, we were going to put 96,000 of them at sea until we could get these raw people trained. We have found it doesn't do to take a boy and throw him straight from land aboard a ship. We save time and money by putting him through a training course. Every shore station has been combed, and every man available for sea in the fleet has been sent there by twos and threes, and so on, and the percentage of those on shore is steadily decreasing, but the vital fact is that most of those people on shore are raw recruits or awaiting discharge.

Mr. KRAUS. I assume you have not seen the table supplied by Admiral Parks since these figures were taken, which was made up by calling for information from the Secretary's office and various bureaus to ascertain what number of men were on shore duty at dates I have mentioned.

Admiral COONTZ. I have been into that matter day by day with Admiral Washington in an endeavor to get more and more ships to sea, and I know that he is what I would call "combing" every station possible, placing civilians where it was possible to take the places of the others, wherever the money was available, and everything that it was possible to do; and the number of competent men on shore is, in my judgment, not now excessive.

Mr. KRAUS. You would not ascribe any of this large percentage to having stations which were created during the war and which may not now be necessary?

Admiral COONTZ. No, sir; I would not, excepting for aviation and communication activities. It is possible that there are a few stations, such as torpedo stations, or a magazine or a mine base, where they have not yet been relieved either by marines or by civilians, but as our needs in the fleet are shown up we draw more and more men from shore, and every few days from Chicago or from Newport or

from San Francisco we send these green people to the fleet, men who have been there two or three months.

Mr. KRAUS. Let me call your attention to another item. In 1916 there were 3,009 classified employees, a number equal to 5.6 per cent of the enlisted strength of the Navy; in 1919 there were 16,064, a number equal to 15.4 per cent of the enlisted strength of the Navy.

Admiral COONTZ. Yes, sir; in 1916 or thereabouts you started up your great three-year building program involving hundreds of millions of dollars. In the course of the preparation of the plans and everything connected therewith you have to have draftsmen and various other ratings of classified employees, and they would come up in that way. As regards another side of that, on the 30th day of June the reduction of classified employees will be down very low. I will take the office of Naval Operations, which during the war got up as high as 286. On the 30th of June the Appropriations Committee of the House has limited us to 68.

Mr. KRAUS. Now, Admiral, the enlisted strength has practically just doubled in the period I mentioned.

Admiral COONTZ. Yes, sir.

Mr. KRAUS. Allowing you double the number of classified employees, you would be entitled to about 6,700. There is an additional 9,000, and you think you can properly account for them in the manner you have stated?

Admiral COONTZ. I believe that I could properly account for them.

Mr. KRAUS. I mean judiciously and economically.

Admiral COONTZ. I will state that in the Navy Department possibly, as in every other department of the Government, they took too many people in the clerical and other force during the war. There was not a sufficient number of people to look out for it without a large expenditure of money, but the Navy Department is steadily and surely cutting down on that until finally when the Appropriations Committee cut them down the other day some of them actually had to squeal. They cut too deep.

Mr. KRAUS. There is a little hope right there, Admiral.

Admiral COONTZ. Oh, yes.

Mr. KRAUS. Now, let us get to another item. The unclassified men in 1916 were 31,934. It is equal to 58.9 per cent of the enlisted men in the service. In 1919 it was 80,355, equal to 77.4 per cent.

Admiral COONTZ. In 1916 you have again your great building program. In April, 1917, the war broke out, and in the course of the war you gathered in every living man that could do work of any character and were glad to get him. You got your force up to 100,000 men. By the time you got that data up it had been reduced to 80,585. As I understand now it is down to about 68,000. We did not get our additional \$3,000,000 the other day on the deficiency bill, and I suppose they will have to come down still more. In 1916 you were not doing hardly any building, as I recall it, to any great extent, at navy yards. A large number of the men you speak of are paid right out of the increase of the Navy, in the building of dreadnaughts and ships of every other class and character.

Mr. KELLEY. That work really has not begun yet very much, has it?

Admiral COONTZ. Oh, many navy yards have turned out ships. There is the *Tennessee*, turned out by the New York yard the other day.

Mr. KELLEY. That was under construction in 1916.

Admiral COONTZ. Here is the *California*.

Mr. KELLEY. So was that.

Admiral COONTZ. The money was probably going along. As you get along in building a ship you get more men on her, just like you do on a house. You start with a few men and increase as you go along. Now, this is not in my line at all, Mr. Kraus, defending this, because it is not particularly my business. I just happen to know facts, and that is the way I am telling them to you. I may make a few errors in that.

Mr. KRAUS. I am not putting you on trial as a defendant; I want you to help us get down to the relative proportions that it was in 1916, assuming, as we have been told, and as we believe, that when the war began the Navy was ready, and I can see no hope of help from you if you have to call on somebody else to give it, except probably as it relates to classified employees.

Let me call your attention to some more facts. You had in 1916 for each officer 38.7 civilians and enlisted men; in 1919 you had but 28.4 men. I mean shore duty, of course. This is all part of the shore duty.

Admiral COONTZ. It all applies to shore duty.

Mr. KRAUS. All of these men are on shore duty, in shore stations.

Admiral COONTZ. The question as to that is one that is self-righting. With the possibility of getting the men to sea, of having the ships ready for the officers, it will come back to practically the first number. We have asked for 10,000 officers, roughly; for 143,000 men and 27,000 reserves. When we get them, the ratio of people, officers and men, will be 1 to 17. That will probably be about the same on shore as afloat, as soon as the enlisted men at the training stations are able to move afloat. In other words, Mr. Kraus, those items are things that could be easily misleading. That is, it might show a wrong situation at one time or a different one at another time. Incidentally you know what we are asking for; you know what we propose to put at sea, and what we propose to keep ashore. That is, I believe that a few years back, for many years, there was 60 per cent plus—it might have been 62 or 63 or 64 or 65 per cent—of officers at sea, and we propose out of what you are going to give us, to put 95,000 men at sea. The reason we can't put more than that at sea, even if you give us 143,000—and we are not going to average 125,000—is because they are not ready to go to sea. In other words, Mr. Kraus, the situation during the war and at the present time is not the real situation. We have not gotten down to normal yet; we have not gotten down to the demobilization process in many ways. We have men on some of these ships that we want to sell, and we want you to give us the legislation to sell these ships and those men on them are classed as shore duty.

Mr. KRAUS. I am confident the desire is to keep you efficient as a Navy, but also to get down to the relative position prior to the war, and I think that was the purport of Mr. Kelley's questions.

Admiral COONTZ. That is what we want to get down to as soon as we can. And we want you to help us to do it.

Mr. BRITTEN. Just at that point, you suggested a moment ago to Mr. Kraus that you desired legislation for permission to sell ships. The Navy is selling ships every day.

Admiral COONTZ. Mr. Britten, I would like to amend that. I have asked Mr. Daniels if he will not ask for legislation allowing us to sell these ships, for instance, for less than cost, and I believe you intend to take that up, do you not, Mr. Secretary?

Secretary DANIELS. When your legislative bill comes up.

Mr. BRITTEN. The Secretary is selling certain ships every day—ships acquired during the war. Now, just what particular legislation do you require?

Admiral COONTZ. Mr. Britten, we have a number of vessels that we had before the war and which we acquired during the war which are of nonmilitary value. Now, it is a little ticklish to go ahead and sell those ships without the authority of Congress.

Mr. BRITTEN. But you are selling them, and many sales have been made in the recent past.

Admiral COONTZ. But very few and rather of a smaller type.

Mr. BRITTEN. But if you can sell a few, you can sell a great many without additional legislation, can't you? That is, if you can sell a few without legislation, why not sell all of them without legislation? Just where do you draw the line?

Admiral COONTZ. I will tell you the way I feel about it—I don't know how the Secretary feels—but when we sell a ship for less than 50 per cent we hear about it the next day in Congress, and we want some backing. In the Spanish War, Mr. Britten, they were sold and the Secretary went ahead and sold them, and there was a great big howl and investigation about it. They sold them for a song. That is the idea of the legislation, Mr. Britten, to give us some backing.

Mr. BRITTEN. What you desire, then, is not legislation to sell ships, but to sell ships at a loss, at a very great loss?

Admiral COONTZ. No; I would not say a very great loss, but some loss to get rid of them and stop the upkeep.

Mr. BRITTEN. But isn't it a fact that what you desire is legislation to sell warships?

Admiral COONTZ. Of a nonmilitary value; ships that have been used during the war that are of nonmilitary value—some old battleships that are no longer in good shape, but giving the Secretary authority to not expect to get the full face value.

Mr. BRITTEN. I wish you would clear this up for me, because I have a particular case in mind which I took up for the Secretary the other day. Certain ships of nonmilitary value are being sold by the Secretary now.

Secretary DANIELS. The admiral is speaking about battleships and ships of that type.

Admiral COONTZ. I am talking about 75 ships that we want to get rid of.

Mr. BRITTEN. Are you talking about battleships?

Admiral COONTZ. I am talking about some old battleships, some auxiliary cruisers, some gunboats, and vessels of that character—about 75 that no longer have a military value. This is in distinction from the vessel that you spoke to the Secretary about.

Mr. BRITTEN. That is a distinction.

Admiral COONTZ. That character of ship is in contradistinction to the ships we got—picked up during the war, but which were really warships which the Secretary used for that purpose.

Mr. BRITTEN. They were used for war purposes. Now, do you require special legislation for that, Mr. Secretary?

Secretary DANIELS. Not for that.

Mr. BRITTEN. Not for those, but for the sale of a destroyer, an old destroyer or an old cruiser, you would require special legislation?

Secretary DANIELS. We only can sell those now by Executive order, and that Executive order is given only occasionally, and it rarely occurs. When we have a large number of them, perhaps 75, that would not be done.

Mr. KELLEY. Where would you find customers for that type of ship?

Secretary DANIELS. It is very difficult to find customers.

Mr. KELLEY. Then you would have to scrap them?

Admiral COONTZ. Yes, sir; and stop the upkeep. Lots of these people that Mr. Kraus is talking about are on that very class of ships.

Mr. BRITTEN. Just one more question. Mr. Secretary, will you recommend to the committee at this time the form of legislation you desire? When I say "at this time," I mean during the consideration of the pending bill.

Secretary DANIELS. My understanding was that this committee was not now going to include in this bill any legislation. It is an appropriation bill, and my feeling was to introduce this when you come to the legislative bill.

Mr. KRAUS. Admiral, in 1916 the number of enlisted men in the Navy not on shore duty for each man on shore duty equaled 3.4; while in 1919 you had but 1.8 enlisted men not on shore duty to each man on shore duty?

Admiral COONTZ. Yes; in 1916, about the time the war opened, we were pretty well rounded out between sea and shore. In 1919 we still had a large number of men in France. We had established an aviation course: we were carrying on hundreds and thousands of men in communication, and such things of that character that had grown up during the war and which were still under way. We were bringing home men from Europe and the foreign stations all the time, and they had to go to receiving barracks or some shore station before they started to their homes for good, and the percentage was large. But, as I said before, Mr. Kraus, that is a thing that follows after a war and gradually decreases and comes down to normal; and every day the Bureau of Navigation is bringing that down to what it ought to be and should be.

Mr. KRAUS. Now, let me call your attention to another thing. In 1916 you had 1 classified employee to 19.4 officers and enlisted men in the Navy and in 1919 you had 1 classified employee to 7.3 officers and enlisted men.

Admiral COONTZ. Yes, sir.

Mr. KRAUS. You will observe I have been giving you the comparative figures instead of the percentages.

Admiral COONTZ. The situation is that we had probably too many classified employees proportionately, on account of the war work and the demobilization, but day by day that percentage also decreases. As I stated a while ago, what the Appropriations Commit-

tee has given us in the other appropriations has cut that down materially. To illustrate that, Mr. Kraus, last August, in accordance with legislation, you gave us \$8,000,000 for reservists transferred, and those people we needed outside of Washington. There is asked for in the present bill for those people \$1,100,000. That means that your classified employees come down in that ratio.

Mr. KRAUS. What I was undertaking to do here, Admiral, was merely to present a composite mathematical picture of the shore stations. We had developed some few details, naturally limited in the limited time we have, with the hope that from the administrative end of this organization, we could get down, perhaps, to a relatively normal basis; and having that in view, I would be glad if you would, when you get the hearings, go over the figures that I have given you, which have been taken from an aggregation of figures furnished from a table furnished by Admiral Parks, and I want them accurate. If my figures are inaccurate, I want the figures put in accurately. I have no intention to lead you or the committee astray on this.

Admiral COONTZ. When I came here last fall, Mr. Kraus, after consulting with Admiral Washington, it became evident that there were a number of people on shore as the result of the war that should be immediately moved out. We presented the case to the Secretary of the Navy and he told us to go ahead and get them out, and we have been getting them out ever since.

Mr. KRAUS. On the whole are we to expect no radical change in shore stations, in the number of people required? Is there no hope in the very near future of getting down to the relative number?

Admiral COONTZ. There is a very great hope on the 30th day of June.

Mr. KRAUS. Well, we may have to do it that way.

Admiral COONTZ. I mean to say that they are going right out. The plans call for a big change.

The CHAIRMAN. We will recess now until 2.30 o'clock.

(Thereupon, at 1 o'clock p. m., the committee recessed until 2.30 o'clock p. m. this day.)

#### AFTER RECESS.

The committee reassembled at 2.30 o'clock p. m., pursuant to the taking of recess.

#### SUBMARINE BASE, LOS ANGELES, CALIF.

Mr. KELLEY. I have not been able quite to see the necessity of continuing this development at Los Angeles, and I have here a preliminary report of the Navy Yard Commission. This is the Helm Commission, is it not? It says here, on page 22, in paragraph 28: "In regard to heading 3 of paragraph 22, the apparent advantage of sites available for the selection of a base, it must be stated, after an inspection of both localities [Los Angeles and San Diego] that there is no question but that a site entirely suitable for a submarine base could be developed at either Los Angeles or San Diego, and that there is no great preponderating advantage at each place as regards the physical characteristics of sites available."

Then, on page 25, paragraph 39, it looks as though it is said that in case of war the one at Los Angeles could not be used. The language reads like this: "There is a training base at Los Angeles. San Diego's requirements, as regards submarine base facilities, will be met by an operating base for use in time of war. It appears there would have to be a submarine base at San Diego, too, even if you had one at Los Angeles, because you could not operate out of Los Angeles in war time with safety, for some reason. No special appropriation is necessary for this purpose at this time, and no appropriation is now recommended therefor. The best place for basing submarines which would operate from San Diego in time of war would be at the existing naval reservation, a part of which is now used for a fuel plant. The site adjoins the subway, and is near the entrance to the harbor. There is ample room and all necessary natural advantages for a submarine operating base along the shore of the northern boundary of the naval reservation and the quarantine reservation. This site should be reserved for this purpose."

It struck me that it is very peculiar that we need two submarine bases within 80 miles of each other. What have you to say about that?

Admiral Coontz. Along the line of our conversation a few minutes ago, Mr. Kelley, authorities differ.

Mr. KELLEY. This is the Helm report?

Admiral Coontz. This is the Helm report. I always agree with 90 per cent of what the Helm Board has to say, but various submarine experts, of whom none are on the Helm Board, have decided that San Pedro offered better inducements for submarines, because immediately on getting outside of the harbor breakwater they could at once submerge and go ahead about their duties.

Mr. KELLEY. But they could not stay there in war time, according to this report.

Admiral Coontz. There is where I differ. I have always held, and still hold, that San Diego should be our destroyer base and that San Pedro, where we have some fair development now, is the place for a submarine base.

The question has been brought up about its nearness to San Diego, but we have 600 miles up the coast between certain bases, unless we do something for the Columbia River. It is just 600 miles from San Francisco and it is 450 to San Diego.

Mr. KELLEY. I can readily see how a station might be needed between San Francisco and the Puget Sound Navy Yard. That is a distance of how many miles?

Admiral Coontz. It is 850 miles to the station from San Francisco. San Diego is at least 450 miles.

Mr. KELLEY. You need possibly one place where you could repair submarines half way between those two points.

Admiral Coontz. There is not any place. San Pedro has got a closed harbor, Port Harbor is very small, and Monterey Bay at the present time is practically an open roadstead.

Mr. PADGETT. Before the Secretary begins, I wanted to insert in his hearings a letter written to me, at my request, by Admiral Washington, Chief of the Bureau of Navigation, relative to a comparison of the personnel of the British Navy and of our Navy, because of

certain figures that were given by Admiral Niblack. As I stated the other day, I thought those figures were incomplete and misleading. I called it to the attention of Admiral Washington, and he has written a full statement here that I wanted to put in the record, explaining and giving a comparison in detail.

(The letter referred to is as follows:)

NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., March 6, 1920.

MY DEAR MR. PADGETT: In reference to our conversation over the telephone this date in reference to the figures given to the House Naval Committee as to the strength of the British Navy by the Director of Naval Intelligence, Rear Admiral Niblack, I wish to make the following statement:

Admiral Niblack stated that the English Navy consisted of 146,000 enlisted men and 4,335 line officers, and a total of line and staff officers of 12,552. In the English Navy engineering officers are not carried as line officers. Further, in the English Navy there are no staff officers corresponding to our constructors, to our civil engineers, to our dentists, or to our professors of mathematics, these duties being performed by civilians.

Corresponding analyses in parallel columns will show as follows:

BRITISH NAVY.		UNITED STATES NAVY.	
Enlisted men .....	146,000	Enlisted men .....	143,000
Line officers proper .....	4,397		
Engineering officers .....	1,229		
Total officers performing our corresponding line duties .....	5,626	Allowed strength in line officers .....	5,499
		(NOTE.—Numbers given just above include officers doing en- gineering duty.)	
		Medical officers .....	1,166
		Pay officers .....	660
		Constructors .....	276
		Civil engineers .....	110
		Dental officers .....	180
		Chaplains .....	144
		Professors of mathematics .....	14
Staff officers, composed of medical officers, pay officers, and chap- lains .....	3,069	Total staff officers .....	2,550
Warrant officers .....	3,857	Warrant officers .....	1,615
Grand total of officers .....	12,552	Grand total of officers .....	9,664
		Which corresponds to the British total, 12,552.	

Leaving out of consideration the staff officers carried on our Navy list, for which no corresponding officers are carried on the British list, namely, construction officers, civil engineering officers, dental officers and professors of mathematics, we arrive at the following comparison:

BRITISH NAVY.		UNITED STATES NAVY.	
Enlisted men .....	146,000	Enlisted men .....	143,000
Line officers proper .....	4,397	Allowed strength in line officers .....	5,499
Engineering officers .....	1,229		
Total officers performing our corresponding line duties .....	5,626	Medical officers .....	1,166
Staff officers, composed of medical officers, pay officers, and chap- lains .....	3,069	Pay officers .....	660
Warrant officers .....	3,857	Chaplains .....	144
Total of officers .....	12,552	Total .....	1,970
		Warrant officers .....	1,615
		Total .....	9,084

From various sources of information it is understood that the above given strength of the British Navy is the strength of the active fleet—that it does not include officers of the line on duty with the following parts of the British Navy: Coast survey, coast guard, special duty ashore. Officers employed on

these duties, it is understood, are not carried on the British Register unless they are again ordered to active duty with the fleet.

The British officers enumerated above refer to officers of the regular permanent English Navy and do not include therein temporarily appointed officers or reserve officers, whereas the allowed strength of our Navy as listed above at the present time consists of a combined total of temporary and permanent officers.

Sincerely, yours,

THOS. WASHINGTON.

Hon. L. P. PADGETT, M. C.,  
House of Representatives, Washington, D. C.

#### MARINE CORPS—BASE AND TRAINING STATIONS.

The CHAIRMAN. Now, Mr. Secretary, I thought we might resume the hearing of yesterday, if you please. We were talking about training stations.

Secretary DANIELS. Mr. Chairman, we were discussing keeping open Quantico and Paris Island, was not that it?

The CHAIRMAN. I think you are right.

Secretary DANIELS. And I stated I would take the matter up with Gen. Barnett, of the Marine Corps, and that I would present a statement, giving the reasons.

Mr. BRITTEN. At that point, Mr. Secretary, did we not also have under discussion the suggestion that aviation might be discontinued at one of those two places?

Secretary DANIELS. Yes; that is covered in here, too, I think. This is from Gen. Barnett:

#### HEADQUARTERS UNITED STATES MARINE CORPS, Washington, March 9, 1920.

In my opinion the best interests of the service will be served by keeping up both Quantico and Paris Island—Paris Island for the recruit training and Quantico for the advanced training as a base for expeditionary service and the location of the principal service schools. Paris Island is ideally located as to climatic conditions where work of training recruits can be carried on the year round, while at Quantico several months during the winter are entirely unsuited for outside training, and the training of recruits is principally outside work. Paris Island is on an island, which makes it far better for green recruits, as they are removed from temptations which would otherwise be found near at hand, the whole island being under military control. I am sure that many experienced officers in the service will agree with me that it is bad practice to mix recruits when they first enter the service with older men. We tried this by having our recruit depot first at Philadelphia, where it was demonstrated that it was not good practice; and therefore request was made for Paris Island as a recruit depot, and this request was granted. We have ample facilities at Paris Island for recruit training, and these facilities do not exist at Quantico. If the recruit depot were at Quantico, the whole post would be upset most of the time fitting out recruits. At Paris Island we have a main station, receiving station, detention camp, and training station. This makes it possible to separate the recruits in the different stages of their training, which is essential and besides makes it possible to keep green recruits segregated until it is certain that there are no contagious diseases among them.

While at the present time there are vacant buildings at Quantico, I hope in the near future that they will be occupied; and it will be easily seen from the above that it would be thoroughly impracticable to have green recruits occupy any buildings that happen to be empty at Quantico, all mixed in with the other men. Quantico, outside of the climatic conditions mentioned above, might be made into a recruit depot; but it would cost nearly as much as Paris Island has cost to fit it for that purpose; and then, in my opinion, would not be nearly as good as Paris Island.

In my opinion and in the opinion of officers I have spoken with on this subject one station supplements the other, and the results achieved by the marines

in the war are, in our opinion, largely due to the successful cooperation between these two stations.

As I stated to the committee I have orders from the Chief of Operations to hold in readiness an advanced base force of roughly 6,000 men. It has been impossible to get this number of men together under present conditions, but it is hoped, in the near future, that this will be possible, and this number of men, together with the schools at Quantico, will completely occupy the post. Therefore, to establish the recruit depot there would necessitate a new outfit of buildings; in fact, a duplication of many of the buildings now in use at Parris Island.

In conclusion, I wish to say that the greatest reason for keeping up Parris Island as a recruit depot is owing to the climatic conditions which makes it possible to drill and fire on the target range at all seasons of the year.

GEORGE BARNETT,  
*Major General Commandant.*

Mr. HICKS. May I ask a question there? It seems to me that one of the stresses laid by Gen. Barnett on the matter of keeping both stations in commission is the fact that it seems impracticable to mix the recruits with the more advanced men. Now, in our training camps in the Navy we have recruits and those who are about to step on board ship all in the same camp, do we not?

Secretary DANIELS. That is one of the reasons Gen. Barnett gives.

Mr. HICKS. We do, as a matter of fact, have in the Navy both recruits and experienced men ready to go on shipboard in the same camps, practically in the same mess halls, and all that, do we not? That is a fact in the Navy, that we have them mixed up?

Secretary DANIELS. A short time, but in a training station we would have them separated largely, because we have a large enough place for the older ones. We have machinists schools and other schools, and the older ones would be in these advanced schools. Of course, it can be done, but, as Gen. Barnett points out we have an investment at Parris Island, we have all the buildings, we have already the ground, and we have everything now in good shape. Moreover, gentlemen, we have at Parris Island, not only for the marines, but for the Navy, a detention camp, or rather, a prison, which is ideally fitted for them, which we keep up.

Mr. PETERS. They will not need any prison after you get these schools going?

Secretary DANIELS. I think there will be fewer in confinement.

Mr. BRITTEN. At the naval training stations the men get their advance training for ships? They are practically all recruits at the training stations?

Secretary DANIELS. Practically; except certain classes, the machinists school, or something of that kind. I think it would be a mistake to consolidate them, and I think we would have to make a pretty large appropriation to do it, and I am strongly for economy.

#### NAVAL AVIATION.

The CHAIRMAN. Mr. Secretary, last Saturday, during the absence of Mr. Oliver attending the funeral of Senator Bankhead, you said something on aviation?

Secretary DANIELS. Yes.

The CHAIRMAN. And we promised ourselves that when Mr. Oliver returned, an opportunity should be given him to ask any questions he saw fit touching upon the aviation service of the Navy.

**Mr. BRITTEN.** Before Mr. Oliver proceeds, may I just ask one question about the Quantico and Paris Island aviation prospects. Referring to our conversation yesterday, wherein you said you were going to advise the committee as to whether one of those two flying fields might be abandoned.

**Secretary DANIELS.** I intended to see Capt. Craven about that, but I have not been able to do so. When I went back I called him up, but he was not in. I intended to see him again.

**Mr. KELLEY.** If this involves abandonment of either one place or the other, I do not think there would be any use seeing anybody.

**Secretary DANIELS.** Well, I wanted to get the facts from Capt. Craven.

**Mr. BRITTEN.** Has Capt. Craven charge of aviation in the Marine Corps?

**Secretary DANIELS.** Of aviation expenses, yes.

**Mr. BRITTEN.** I was not thinking so much about expenses, Mr. Secretary, but of the desirability of abandoning either one of these stations.

**Secretary DANIELS.** I will take up the aviation stations in the Marine Corps after consultation with Capt. Craven.

**Mr. OLIVER.** From the report of Admiral Badger, in which the general board concurred, and from statements made by Capt. Craven, and Admiral Coontz, we find that aviation will play an important part in future naval warfare, and none of them will venture an opinion as to its ultimate offensive development. We are told it is important to provide carrying vessels for planes, and that such vessels will cost about \$23,000,000. Now, if it be true that it is now important to begin the building of vessels costing \$23,000,000, the thought occurs that until you have established naval supremacy in the air, you would not venture out with the big ships.

If there be any ships, we must urge at this time it is the carrying ship for planes. Capt. Craven expressed the opinion that the usefulness of the battleship was threatened by the torpedo plane, and in future we would have to build very speedy battleships, and certainly many competent experts concur in such opinion.

**Secretary DANIELS.** Well, some officers in the Navy have believed that fighting in the air will largely take the place of fighting on the sea, but aviation is in its infancy. We learned in this war that it could do certain things. I believe it will be more and more a power and a great agency of war, and I agree with you that we ought to have these carrier ships, and that is a very important matter, and I have recommended that; but I do not think we can yet dispense with any other type; we must simply add to the Navy another source of power.

**Mr. OLIVER.** Are you convinced that the important thing to do is to continue building the capital ships we have laid down and to begin building other capital ships of that type?

**Secretary DANIELS.** Certainly we should continue those that we have laid down.

**Mr. OLIVER.** And build other capital ships of the same type now that we are called on to build expensive carrying ships for planes?

**Secretary DANIELS.** I have not recommended that we build any more capital ships in this bill.

**Mr. OLIVER.** I wonder if this question would address itself to naval officers who have given study to the question. Suppose we were at war with a power that had, we will say, 12 plane-carrying ships and a large number of planes, would it be thought prudent or safe, even though we had more battleships than our enemy, to send our battleships out until we first overcome the enemy's air power?

**Secretary DANIELS.** I think the primary and the fundamental thing about the Navy is that you must have a navy to meet the navy of a possible enemy, and if they used battleships, battle cruisers, and aircraft we would have to use them. You must take the offensive against your possible enemy in the air, and I think we ought to make provision for it at once, and take advantage of every new discovery and provide every element possible.

**Mr. KELLEY.** I think it was Admiral Coontz who made the general suggestion that he thought fighting in the air would be with the enemy aircraft rather than with the enemy ships; that a battle between aircraft and fighting ships is not likely to occur.

**Mr. OLIVER.** Well, I think that is true, and for the good reason that battleships will stay under the protection of land defenses.

**Mr. KELLEY.** So the answer to your other question, I presume, would be in the negative—that they would go out regardless of what was in the air?

**Mr. OLIVER.** Well, let Admiral Coontz answer. Suppose our Navy, for instance, were at war with a power that had fewer capital ships than we had, fewer scout cruisers than we had, but vast superiority in the air—would you feel you could safely send out your fleet unprotected by airplanes, to meet such an enemy?

**Admiral COONTZ.** That is a pretty hard question, Mr. Oliver. I would not want to do it, but I think we would go out and take our chances. The climatic and aerial conditions might be such that we could meet the other fleet and overcome it without possible damage, owing to the fact that we carry antiaircraft guns, and everything of that character.

**Mr. OLIVER.** The fleet with the superior air force would not likely come in contact with your ships, but only their fast carrying airplane ships would engage you. They could attack or avoid an attack or avoid an attack at pleasure.

**Admiral COONTZ.** That is what they would try to do, Mr. Oliver, and therefore I can not conceive a situation but what we would be more or less prepared for it, because we know now that one or two nations have got these carriers, and we have made our start, and you have appropriated a certain amount of money, and the idea is along those lines, and we must simply take the additional money and keep abreast of every improvement that comes.

**Mr. OLIVER.** The thought that occurs to me is this, that if your study of this subject convinces you that we must have these carrier ships, it is important to build them now.

**Admiral COONTZ.** That is my idea exactly, Mr. Oliver. We should build them now. You have given us the money to convert one that I recall.

**Mr. OLIVER.** I know about the *Jupiter*, and I know what you contemplate doing with a sister ship, but that is not the type we are told you need. You need a ship capable of making 35 knots an

hour, built specially for this purpose, with a large platform on which airplanes can land.

Mr. PADGETT. The Secretary has specially recommended two of those special ships.

Admiral COONTZ. Either one, two, or four have been recommended.

Secretary DANIELS. That is in this bill. You were not here when we recommended them.

Admiral COONTZ. That has all been put down as one of our urgent needs.

Mr. OLIVER. I think it would be a serious mistake to complete 16 capital ships at great cost and then find we had nothing to give them protection. It would be folly to expend all this money without providing proper carrier ships to give them protection.

Secretary DANIELS. It was for the reason that we needed ships to balance the fleet that I asked any new building program at all.

Mr. KELLEY. Admiral Coontz, I understand you to say that fighting is not apt to take place between aircraft and ships on the water, but it will be a fight between aircraft and other aircraft. You would not expect a ship to be hit from an airplane, would you?

Admiral COONTZ. I think, Mr. Kelley, that if the ships go out, each with aircraft, there would be a fight in the air possibly as well as a fight at sea, and undoubtedly attempts would be made with bombs and torpedo planes and all that. It is problematical as to what those fellows are going to do.

Mr. KELLEY. What I was getting at was this: Suppose an enemy had nothing but airplanes, and you had ships, would an engagement be likely?

Admiral COONTZ. Yes, sir.

Mr. KELLEY. How much of a fight would it be, as far as the ships are concerned?

Admiral COONTZ. It would be a pretty strong fight, with the anti-aircraft guns getting after them all the time, and probably winging some of them. The target practice is pretty good. We are having it all the time, and making hits.

Mr. KELLEY. Military strategy does not contemplate that kind of warfare, except as an auxiliary matter, does it? I would suppose that the aircraft of one country would fight the aircraft of the enemy, and that warships are supposed to fight warships.

Admiral COONTZ. That is the general idea at present, Mr. Kelley.

Mr. KELLEY. There is no such thought that you will have to destroy the enemy aircraft before your ships venture out to sea?

Admiral COONTZ. Not in our minds, that I know of.

Mr. KELLEY. I was afraid that that notion might have gone into the record from an answer to a question by Mr. Oliver. I do not know whether Mr. Oliver had that idea in his mind or not.

Mr. OLIVER. I think that is what would occur, because I do not think they would dare send out their fleet against an enemy well provided with aircraft, if what we are told can be expected in an offensive way from aircraft. Admiral Rodman said to us that the anti-aircraft guns were valueless against the rapidly descending torpedo aircraft. But my opinion is that those who have given special study to aircraft, even in the Navy, do not feel that there can be

any protection to a large ship at sea against aircraft attacking from the air.

Mr. KELLEY. Somebody stated here, Mr. Oliver—I do not know who it was—that it was very difficult to hit a moving target from the air.

Mr. PADGETT. They gave us an illustration of the stranded ship in the Dardanelles, that was shot at two or three hundred times and only hit about three times, and then they did not do any damage with the exploding bomb.

Secretary DANIELS. All of which shows that you must not depend upon only one element.

Mr. KELLEY. You must add another—always add. I have the theory all right, Mr. Secretary.

Mr. PADGETT. What I was going to call attention to was the fact as I understand it, that when a destroyer came in with a torpedo there were those who advocated that that would do away with the battleship, were there not?

Admiral COONTZ. Yes, sir.

Mr. PADGETT. And then, later, when the submarine came along there were those who advocated that the submarine would do away with the battleship?

Admiral COONTZ. Yes, sir.

Mr. PADGETT. But the battleship is still the backbone of the Navy.

Admiral COONTZ. Yes, sir.

#### NAVAL TRAINING STATIONS.

The CHAIRMAN. Mr. Secretary, have you determined upon a plan by which we might dispose of some of our property at the Great Lakes Training Station?

Secretary DANIELS. Mr. Chairman, I decided to make a survey of all these places, and would be able to make a report to the committee that might go in the legislative bill.

The CHAIRMAN. Yes. Of course, nothing will be carried in the bill.

Secretary DANIELS. And as to the stations, the appropriations that we have asked for them are upon the basis—I mean the original estimate was upon the basis of very much smaller operations than we are carrying on now. Mr. Kelley has a statement there from the bureau chiefs, in which they ask increases, and they ought to have the increases if they are going to carry them on upon the present scale, and they must have them if they are going to carry operations on on the present scale, but I feel that the scale ought to be reduced and that we can salvage some of them, and therefore that the appropriations can come down, and I shall have a survey made at once at Chicago and Hampton Roads and Coddington and at Port Royal and Quantico to see which of these buildings we might salvage once.

Mr. BRITTEN. Then, Mr. Secretary, as near as I can tell, it was the committee's intention to talk with you to-day with a view to getting your opinion as to just what you intended to do with these various stations. Would you rather let that go until you come in with your survey?

DANIELS. I was talking this morning with Mr. Hicks and told him that I was going to make a survey at once. We have some information on hand. But I think that we have a matter of these buildings, which were a war emergency, those buildings put up in the earlier days, to salvage and reduce these stations to a basis of the probabilities of a war.

TEN. Either salvage them or tell the committee what you do with them, one of the two things.

DANIELS. Yes; that is what I wish to do, and if we get a decision I would like to ask the committee's advice or carry it out.

TEN. You do not think anything should be done in the interim time, but that we should just let it go until you have a survey made?

DANIELS. I think it is wisest to make the appropriations on the certainty that we are going to do something, and then take up the other bill, you may—

LEY. It will be all right, Mr. Secretary, to make appropriations on the basis of about what the stations would be required for a way of training for the coming year?

DANIELS. Yes.

IRMAN. If I understand the figures, these estimates are on a regular service of 143,590 men.

DANIELS. An average of 125,000. I mean the estimate is based on an average of 125,000 men.

IRMAN. Let me see if I have that right in my mind. When the estimates were made by the chiefs of the bureaus and by the Chief of Engineers, they were based upon 170,000 men, and when you made the reductions, you based them upon a regular service of 143,590 men, and it has been stated to us since that we might appropriate on the basis of an average of 125,000 men.

DANIELS. Yes; you may make the appropriation on that

IRMAN. But these figures are based on 143,500 men.

DANIELS. That would be reduced to the 125,000 basis.

any protection to a large ship at sea against aircraft attacking from the air.

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Secretary DANIELS. I was talking this morning with Mr. Hicks about it, and told him that I was going to make a survey at once. Of course, we have some information on hand. But I think that we ought, in the matter of these buildings, which were a war emergency, particularly those buildings put up in the earlier days, to salvage them and reduce these stations to a basis of the probabilities of a smaller Navy.

Mr. BRITTEN. Either salvage them or tell the committee what you are going to do with them, one of the two things.

Secretary DANIELS. Yes; that is what I wish to do, and if we get this information I would like to ask the committee's advice or direction about it.

Mr. BRITTEN. You do not think anything should be done in the matter at this time, but that we should just let it go until you have had your survey made?

Secretary DANIELS. I think it is wisest to make the appropriations small, with the certainty that we are going to do something, and then when you take up the other bill, you may—

Mr. KELLEY. It will be all right, Mr. Secretary, to make appropriations on the basis of about what the stations would be required to do in the way of training for the coming year?

Secretary DANIELS. Yes.

The CHAIRMAN. If I understand the figures, these estimates are based upon a regular service of 143,590 men.

Secretary DANIELS. An average of 125,000. I mean the estimate of money was based on an average of 125,000 men.

The CHAIRMAN. Let me see if I have that right in my mind. When the estimates were made by the chiefs of the bureaus and by the Chief of Operations, they were based upon 170,000 men, and when you made certain reductions, you based them upon a regular service of 143,500 men, and it has been stated to us since that we might appropriate on the basis of an average of 125,000 men.

Secretary DANIELS. Yes; you may make the appropriation on that basis.

The CHAIRMAN. But these figures are based on 143,500 men.

Secretary DANIELS. That would be reduced to the 125,000 basis.

Mr. BRITTEN. Are they based on 143,000 or an average of 125,000 men?

Secretary DANIELS. One hundred and twenty-five thousand.

Mr. BRITTEN. So, with the exception of pay of the Navy, which, of course, is a mathematical proposition, and based on 143,000, the recommendations of the Secretary of the Navy in every other direction are based on an average of 125,000 men for the next fiscal year?

Mr. KELLEY. That would be true of the recommendations, but would not be true of the figures in the bill. The figures in the bill are based on 143,000?

Secretary DANIELS. Yes. Since then Admiral Coontz and all the bureau chiefs have suggested that the average of 125,000 be made the basis, and you can change the figures.

Mr. KELLEY. We can change the figures to correspond?

Admiral COONTZ. No; they have been changed. The money in that bill is for an average of 125,000 men, together with your retired list, and for \$20,000,000 for the reservists and everything along that line.

The CHAIRMAN. That is, on your report made to Gov. Kelley?

Admiral COONTZ. Yes, sir.

The CHAIRMAN. Mr. Secretary, certain estimates were sent to you for revision. Those estimates were sent by Admiral Coontz to the chiefs of the other bureaus, who reduced those estimates considerably. Did you, when you reduced them, have in your mind a regular force in the service of 143,000 men?

Secretary DANIELS. I did.

The CHAIRMAN. Since that time, since we begun the consideration of these estimates, it was told us here that we might appropriate for 125,000 men, on an average, is that right, Mr. Pugh?

Mr. PUGH. Yes, sir.

The CHAIRMAN. I am through with that.

Mr. BRITTEN. Let me carry it one point further. It is not quite clear in my mind yet. Mr. Secretary, do the figures now carried in the bill intend to provide for an approximate personnel of 125,000 for next year, or 143,000 next year?

Secretary DANIELS. In the bill, 143,000; in Mr. Kelley's bill, 125,000.

Admiral COONTZ. Mr. Britten, let me explain it in this way: We have 102,000 men. By the end of 1920 we are going to have 143,000. The average between 102,000 and 143,000 is 125,000, so we estimate for 125,000, for their pay, for their provisions, for their upkeep, and so on, because that is the average number that we are going to have.

Mr. BRITTEN. Are those figures carried in the bill now?

Admiral COONTZ. They are carried in the bill that we presented to Mr. Kelley.

Mr. BRITTEN. When.

Admiral COONTZ. Forty-eight hours ago.

Mr. BRITTEN. I have been talking about the bill, while you are talking about a statement to Mr. Kelley.

Admiral COONTZ. Mr. Britten, we took this draft, No. 1, and went ahead on this line.

Mr. KELLEY. That is, 143,000?

Admiral COONTZ. Yes.

The CHAIRMAN. And Gov. Kelley has the revision of it. Now, I understand.

Now, Mr. Secretary, a little more about the training stations. You do not see at this time how we could make even a temporary consolidation of Newport and Hampton Roads, do you?

Secretary DANIELS. I would not advise it, Mr. Chairman. I think we had better shut off and salvage a number of the buildings at each place than to close the stations.

The CHAIRMAN. It is going to cost us about as much to maintain each one of these stations for a few men.

Secretary DANIELS. No; I intend to cut off the heat and cut off all the expense, and if they burn down we will not lose very much.

Mr. BROWNING. How are you going to cut off the heat?

Secretary DANIELS. We have nobody in there, and therefore we will save the coal.

The CHAIRMAN. I understand that the proposed coal bill, by way of illustration, at the Great Lakes Training Station, is something like \$600,000 or \$700,000, and that the coal bill down at Hampton Roads is something like \$600,000 or \$700,000.

Mr. PADGETT. It is not quite so large there.

CHAIRMAN. Well, whatever it may be, there is more than half a dollar in each one.

MR. DANIELS. Well, make the appropriation for the care of them and we will cut them off enough to keep them within the appropriation. We will heat all the buildings that we are actually

CHAIRMAN. Mr. Secretary, I am not certain whether or not the bill for the coal bill at the Great Lakes Station is predicated upon the fires going in all those heating plants, 40 in

MR. DANIELS. Most of them.

MR. ADGETT. Sixteen; we have cut them off down to 16, if I remember.

MR. DANIELS. That is more than we will keep next year.

CHAIRMAN. If I recall, this question was asked the official in New York: "What saving would there be in your coal bill if your enlisted men were moved to a southern station during winter months and you were only permitted to keep a number to guard and care for the station?" and he replied that it practically amount to nothing.

MR. ADGETT. Because he would have to keep his fires running all winter, everything from freezing up.

CHAIRMAN. So it would be well, Mr. Secretary, to see whether, by shutting off some buildings, in fact, all except those you are housing, you could greatly cut down your coal bill at such stations.

MR. DANIELS. I do not know how much we could reduce, but I am certain that we could considerably reduce the coal bill by shutting off fewer buildings to heat.

MR. ADGETT. I think the Secretary's intention is a very good one. I would suggest that you recommend in the next legislative session which of those properties can be salvaged or abandoned.

CHAIRMAN. Of course, they are not going to heat any buildings that are not in use, nor is any great percentage of a camp that is not in use to be heated, but they will simply shut the heat and

Mr. PADGETT. As I understand, the purpose is to consolidate, as far as training is concerned, into Newport, Hampton Roads, and the Great Lakes, this side of the continent. Are you still running down at Gulf Port?

Secretary DANIELS. A very small place. That is closed now.

Mr. PADGETT. You are going to close that out?

Secretary DANIELS. We are going to close that out, yes; it will be entirely ended. We ask nothing for that, because it will be closed out. It is closing out now.

Mr. BRITTEN. A little over \$2,000,000 was expended at Gulf Port during the war for property and permanent improvements?

Secretary DANIELS. Yes.

The CHAIRMAN. Now, Mr. Secretary, shall we ask you some questions about the naval districts?

Secretary DANIELS. Certainly.

#### NAVAL DISTRICTS.

The CHAIRMAN. If you have any general statement that you care to make in regard to naval districts, I think it will be very valuable.

Secretary DANIELS. The naval districts were originally authorized by a Navy Department order in 1903. Even as far remote as that date students of naval history had come to the conclusion that sooner or later a country with two sea coasts and a coast line aggregating thousands of miles that our Atlantic and Pacific seacoast gives us, to say nothing of Alaska, we should be organized into naval districts.

While the districts were nominally placed in operation by a long departmental order in 1903 as stated, up to the 1st day of October, 1916, their progress had been slow, and any development apparently depended entirely upon the personality of the district commandant as no clerical hire was available. On the 1st of October, 1916, each district was allowed one clerk and several of them were allowed two.

The result was that the organization sheets were made out, and in accordance with instructions from Operations, tentative programs regarding the calling in of officers and men in case of war were made, and inquiry into conditions as to the various Naval Militia and other State organizations made, and further investigations made of the various industrial and economic plants in the district and particular attention paid to shipbuilding questions and transportation problems.

The instant the World War broke out we immediately became acquainted with the vital necessities of the districts, of the remarkable assistance they were toward getting promptly organized for war service. Until the close of the war a number of the commandants of yards acted as commandants of the districts on account of the scarcity of line officers. The functions of district commandants differed as to the locations in which they were. The enrollment of men, the seizure of German and Austrian ships, the manning of United States vessels after survey and appraisal, the organization of the Naval Overseas Transportation Service, the handling of the pool to control harbor floating equipment, the direction of the local naval defenses of the district, the handling of spy cases throughout the districts, the cooperation with the Army as regards mine defenses, mine areas, and the making of provision

against aerial attack and mine planting, the coordinance of all activities within districts toward the successful prosecution of the war and the work in connection with all departments of the Government and with the various councils of defense of the various States, might be mentioned as only a part of the commandant's duties.

There are still in the naval service, under terms of enrollments, some 260,000 men and women, and for each one of these persons their enrollment records, their pay records, their medical records, each has to be handled. Some districts have a large number and some have a smaller number.

The question of the training of the Naval Reserves as required by law is one that must largely be carried out under the supervision of the commandants of the districts.

These two matters alone show the necessity for the continuance of the districts. In all districts, excepting four, in the process of demobilization district commandants have been combined with commandants of the nearest large navy yard. The exceptions are the first district, Boston; third district, New York; fifth district, Norfolk; and the twelfth district, San Francisco. Of these, the commandant of the fifth district is the commandant of the naval operating base, Hampton Roads, Va. The work of the commandants of the first, third, and twelfth districts is of such a nature and so vast and so important that it would be impracticable for the commandants of the navy yard either from different locations or otherwise to handle the combined duties satisfactorily.

The commandants of these districts spoken of are still engaged in the process of demobilization and they handle the question of leases, of inspections, or floating equipment, of the training of personnel, and of the records of naval reserves. As their activities decrease in the process of demobilization their officer and enlisted help and their clerical help is increasingly decreased and it is proposed by the Bureau of Navigation that in time the officer personnel of the district will be reduced to five.

Of the vast clerical force collected in connection with the districts it is proposed to effect a reduction by July 1, 1920, to 833, of which number 477 are connected with communications. In this connection it might be noted that communications are expected to average a sum of \$1,500,000 this year turned into the Federal Treasury. The remaining clerks are needed in connection with district records. The chief of naval operations assures me that he considers the naval districts as absolutely necessary; that with the expanded Navy it would be almost impossible to handle the great variety of matters that come up from time to time, except through the districts, and that a careful investigation will show that the cost is slight and that any shifting of work or responsibility would not in any manner lessen the cost, and that the skeleton organization should be kept up in time of peace as absolutely necessary for the efficiency of the Navy in case of war.

These districts, of course, during the war were very important and very large.

The CHAIRMAN. Have you an estimate there as to how much it costs to maintain these naval districts?

Admiral COONTZ. The cost, Mr. Chairman, comes in in what we have asked in the way of reservists personnel. The amount there in the bill is \$1,100,000. Of that, as stated by what the Secre-

tary read, 479 clerks are in the Communication Section. A cut was ordered and made by me, from, say, 1,133 to 800. Those 479 in Communications have about as much really to do with the districts as we have sitting here. Communications go on all the time. As stated, Communications will turn into the Federal Treasury a million and a half dollars a year. If you will subtract them from the 800 you will find what is left in the line of clerks to carry this on. Those clerks handle these 262,000 records. If they are not handled there you are going to have to handle them in Washington, or at some other point, and, in my judgment, the naval districts do not cost us a cent except the pay of the three extra commandants, who are very necessary.

I would like to call attention to the New York naval district. We have there a large number of tugs and small craft of all characters. The commandant has those in a pool. If he has a call for an ammunition lighter he picks it out; if he has got a call for a tug, he picks it out. Before New York had a set of tugs, New London had a set of tugs, and every other station had a tug. They might be busy or they might not be busy. It is just like a man now with a garage. He sends his machines out as they are called for, and, in my judgment, the districts do not cost you a cent, but really are a help.

Mr. KELLEY. It seems to me that I remember some testimony here that these clerks were employed chiefly in writing to the reserves and sending them circulars to stimulate their interest in the Naval Reserve. If it is merely a matter of compiling records, and the correspondence were cut out, it would very much reduce the number of clerks.

Admiral COONTZ. I sent out orders and have good returns, cutting them down from 1,124 to 800, and I do not take any stock in that business of writing out. They are going to write in to get their money. They will not lose track of us. They are going to get that \$1 a month, or \$12, or whatever it may be.

Mr. KELLEY. I am in favor of cutting out this circularizing to stimulate their interest.

Secretary DANIELS. I do not understand that was the purpose of it, but merely to keep a record of their address.

Mr. KELLEY. No; you will find, I think, that Admiral Bassett testified that these clerks were engaged in writing to these ex-service men and sending them circulars and other communications.

Mr. BRITTEN. He said that was one of their many duties, and that if it was not performed in the naval districts, it would have to be performed right here in Washington.

Mr. KELLEY. That circularizing of the reserves to keep them interested and to keep them in touch with the department would require quite a good many clerks, if we retain 260,000 reserves.

Secretary DANIELS. We have no such purpose as that.

Mr. OLIVER. There is no conflict between what Admiral Coontz said and what the other admiral said, for the reason that the other is now being done independently. Admiral Coontz said that it would not be necessary because the reservists would now keep in contact with us.

Mr. PADGETT. Admiral Coontz, in his detailed statement of their duties, classified them at the various districts, and there are seven or eight distinct classifications of duties in his printed hearing of the

work done by these clerks in the various districts, under the commandant for the district.

Mr. KELLEY. I think we ought to have the statement, Mr. Padgett, from the Secretary as to the exact amount we will need included in this bill for reservists. We have had various estimates, of what it would cost, but possibly if the Bureau of Navigation knew what your policy is with regard to it, it would make a difference as to the number who would be confirmed in their ratings.

Secretary DANIELS. The Bureau of Supplies and Accounts will supply that, Governor.

Mr. KELLEY. I was told that the head of the Marine Corps had not confirmed any of the reserves in that branch of the service, and, therefore, nothing was needed, whereas they could have confirmed a great many thousand.

Secretary DANIELS. He is asking for an appropriation for that now. I have a letter on my desk from him asking for an appropriation, so that he can confirm them.

Mr. KELLEY. But it is a matter of—

Secretary DANIELS. It is a matter with the Congress.

Mr. KELLEY. It is a matter for Congress to appropriate the money?

Secretary DANIELS. Yes. He is asking for it to be done. They went into the Marine Corps as they went into the Navy, with the understanding that they would be confirmed if they made good.

The CHAIRMAN. Now, Mr. Secretary, have you any other memorandum there?

Secretary DANIELS. Mr. Chairman, I do not know of anything else I desire to bring up.

The CHAIRMAN. We were going to have a little talk about personnel.

Mr. PADGETT. Before we go any further, I think we had better take up with the Secretary the matter of East Camp. You have been talking about training stations, etc., and I think it would be well, in view of the testimony that has taken place in the various ways about East Camp, that the Secretary should tell us about East Camp, and what could be the reasons for his action, and all about it. We discussed it with others, and I think we had better have the Secretary tell us.

The CHAIRMAN. That will be quite a long session.

Mr. HICKS. As I understand, the Secretary was going to take up his recommendations about aviation at some future time, according to this little memorandum you gave around.

Secretary DANIELS. Mr. Hicks, I had the thought that as my recommendations would concern legislation and not appropriations, I would defer that until you had the hearings on legislation.

Mr. HICKS. I understood you to say that you would defer it to another day.

Secretary DANIELS. I did.

Mr. HICKS. That is perfectly satisfactory.

Secretary DANIELS. Mr. Chairman, I think you have the facts about East Camp.

The CHAIRMAN. There is an item included in this estimate of nearly \$600,000, the purpose of which is entitled "East Camp."

Secretary DANIELS. I think it is \$450,000, is it not?

The CHAIRMAN. Perhaps you are right.

Secretary DANIELS. Mr. Chairman, I wish to say that Judge Towner is a member of the committee that went down to the Virgin Islands and made a careful study of the situation there. Virgin Islands is appropriated for, and is under the control of the Navy.

(The committee thereupon proceeded to hear Hon. Horace M. Towner, a Representative in Congress from the State of Iowa.)

#### APPENDIX 1.

RECOMMENDATIONS OF THE CHIEF OF NAVAL OPERATIONS AND OF ALL CHIEFS OF BUREAUS, NAVY DEPARTMENT, CONCERNING REDUCTION IN THE ESTIMATES OF APPROPRIATIONS, NAVAL APPROPRIATION BILL, 1921.

NAVY DEPARTMENT.  
OFFICE OF NAVAL OPERATIONS.  
Washington.

From: Chief of Naval Operations and all chiefs of bureaus.

To: Secretary of the Navy.

Subject: Reduction in proposed appropriations in naval appropriation bill.

Reference: (a) Naval appropriation bill draft No. 1, House bill. Sixty-sixth Congress, second session.

Inclosures: (1) Copy of letter from Hon. P. H. Kelley to Secretary of the Navy. (2) Statement showing (a) estimates of chiefs of bureaus; (b) estimates in naval appropriation bill draft No. 1, as proposed by Secretary of the Navy; (c) appropriation recommended by Chief of Naval Operations and bureau chiefs. (3) Paper showing proposed appropriation as found in naval appropriation bill draft No. 1, together with either decreases, increases, or no changes and final amounts recommended by the Chief of Naval Operations and chiefs of all bureaus. (4) Statements of why increases or decreases were made in cases of all appropriations.

1. For the past six days the Chief of Naval Operations and the bureau chiefs have been at work in an endeavor to recommend what decreases could be made in naval appropriation bill draft No. 1. In this connection it should be noted that there are certain items in this appropriation bill, as in all appropriation bills, which are more or less continuing and which it is practically impossible to make reductions. I may mention among these items the temporary government for the Virgin Islands; the appropriations for the State marine schools; the care of lepers, Island of Guam; the pay of reservists transferred, such improvements as the dry docks, navy yard, Philadelphia, to continue; navy yard, Norfolk, water-front improvements and steel storage, to complete; navy yard, Charleston, dredging, to continue; navy yard, Mare Island, maintenance of dikes and dredging, to continue; navy yard, Puget Sound, for dredging, filling, etc., to continue; naval station, Pearl Harbor, central power plant extensions, quay wall connecting dry docks to wall, machine shop, to continue; marine railway, to complete; naval training station, Great Lakes, toward shore protection and harbor development, to continue; marine barracks, San Diego, Calif.; naval fuel depot, San Diego, Calif.; the Naval Academy appropriation; the pay of officers and the pay of enlisted men on the retired list; the retainer pay, etc., of the Naval Reserve Force; the increase of the Navy in its various branches and the pay of the permanent active Navy, together with the various food, medical attention, etc., that goes with it. To our surprise we found that this amounts to over \$200,000,000.

2. In the course of the investigation of the bill it became evident that not only could possibly a number of the appropriations be decreased, but there were a number of estimates which were insufficient and would need additions thereto unless we were willing to face a deficiency.

3. In the preparation of the estimates now submitted the fact was taken into consideration that even on the supposition that the pay bill is shortly passed, only an average number of 125,000 men could be hoped for in the regular Navy during the fiscal year 1921, and an average total of about 20,500 men in the Marine Corps.

The board came to conclusions and recommended reductions of \$108,678,450 and total increases of \$19,678,465, or a final total of \$88,999,985. In this connection attention is invited to the original estimates of the bureaus, totalling \$688,236,956.80, which were then changed in naval appropriation bill draft No. 1 to \$573,290,000 and are now reduced to \$484,406,269.80.

5. The recent proposed estimate regarding naval repairs failed a passage in Congress, and the result is that we will need for the various bureaus the amounts that we have recommended for the fiscal year 1921.

6. While it may be possible that pay, miscellaneous, transportation, and recruiting, and the maintenance of naval training stations can be carried on for less amounts, this is considered very improbable, and therefore the increased amounts are placed in the bill.

7. The number of ships to be retained in commission depends entirely upon the number of men that can be recruited, and to the possibility of their being efficiently repaired. At present rate it will be practically two years, it is estimated, before all our ships are properly repaired. While we realize, of course, the possibilities should it become necessary of closing down certain training stations and certain navy yards, and the stoppage of the various improvements under public works throughout the country, yet we do not believe that this is the desire of the Naval Committee.

R. E. Coontz, Chief of Naval Operations; Thos. Washington, Chief, Bureau of Navigation; Ralph Earle, Chief, Bureau of Ordnance; R. S. Piffin, Chief, Bureau of Steam Engineering; D. W. Taylor, Chief, Bureau of Construction and Repair; C. W. Parks, Chief, Bureau of Yards and Docks; S. McGowan, Chief, Bureau of Supplies and Accounts; J. A. Murphy, Acting Chief, Bureau of Medicine and Surgery; George Barnett, Major General Commandant, United States Marine Corps.

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HOUSE OF REPRESENTATIVES,  
COMMITTEE ON NAVAL AFFAIRS,  
Washington, D. C., February 19, 1920.

HON. JOSEPHUS DANIELS,  
*Secretary of the Navy, Washington, D. C.*

MY DEAR MR. SECRETARY: In the event that it seems desirable to limit the appropriations for the naval service for all purposes for the fiscal year 1921 to a sum not exceeding \$400,000,000, your opinion is requested as to the way in which the money should be distributed between the various bureaus so as to maintain an efficient maximum fleet in active commission and improve the material conditions of vessels which will be necessarily placed out of commission.

In answering this question, I will appreciate information, if possible, as follows:

(a) A tabulated statement showing the numbers and types of vessels that could be kept in commission on the above basis; the personnel required for each type; the average cost of maintenance and operation of each type; with the total maintenance and operation cost for the fiscal year 1921 by types and for the total active fleet.

(b) A statement showing the number and types of vessels that will be placed out of commission; the estimated cost of making necessary repairs to hull and machinery for each type which could be repaired during the year, together with the total estimated cost of repairs for each type.

(c) The distribution of the enlisted personnel not attached to the active fleet—that is, for aviation, receiving ships and shore stations, recruiting, hospitals, under training, etc.

(d) A statement showing a proposed distribution by bureaus and appropriations to maintain the above fleet and the necessary shore establishments, including new construction, on the basis of not exceeding a total of \$400,000,000.

(e) A statement showing the number of 16-inch, 14-inch, 12-inch, 7-inch, and 5-inch guns now on hand, afloat and ashore, and, separately, those being manufactured and already authorized; also the number of pounds of smokeless powder now on hand for each caliber and the quantity which is expected to be manufactured next year, as well as the total estimated amounts which may be required for the repair of each caliber during 1921, and also for the manufacture of new guns—this data to be stated separately for each caliber.

(f) A list of shore stations, showing plant investment and the cost of maintenance since establishment as of date June 30, 1916, and at the present time—this list to include the principal navy yards and stations, aviation stations, and ammunition depots.

(g) A further statement showing the approximate value of all stores on hand June 30, 1916, as compared with the present date; the amounts realized from sales during the past year; the cost of taking care of these stores and the cost of the cost inspection offices for the next year and where located.

Very respectfully, yours,

P. H. KELLEY.

*Naval appropriation bill.*

Subject.	Proposed appropriation, 1921.	Increase.	Reduction.	Total.
Pay, miscellaneous.....	\$3,000,000.00	\$1,182,000.00		\$4,182,000.00
Contingent, Navy.....	75,000.00			75,000.00
Temporary government for Virgin Islands.....	343,440.00			343,440.00
Investigation of fuel oil.....	30,000.00			30,000.00
Expenses, civilian naval consulting board.....	25,000.00		\$5,000.00	20,000.00
Aviation, Navy.....	35,000,000.00		9,597,000.00	25,403,000.00
State marine schools.....	75,000.00			75,000.00
Care of lepers, etc., Island of Guam.....	20,000.00			20,000.00
<b>BUREAU OF NAVIGATION.</b>				
Transportation and recruiting.....	3,500,000.00	1,645,000.00		5,145,000.00
Recreation for enlisted men.....	750,000.00	232,400.00		982,400.00
Contingent, ferrage, etc.....	20,000.00			20,000.00
Gunnery and engineering exercises.....	150,000.00			150,000.00
Outfits on first enlistment.....	6,081,000.00			6,081,000.00
Instruments and supplies.....	500,000.00	700,000.00		1,200,000.00
Ocean and lake survey.....	105,000.00			105,000.00
Naval training station, California.....	200,000.00	50,000.00		250,000.00
Naval training station, Rhode Island.....	250,000.00	50,000.00		300,000.00
Naval training station, Great Lakes.....	500,000.00	300,000.00		800,000.00
Naval training station, St. Helena, and naval operating base, H. R.....	500,000.00	120,000.00		620,000.00
Naval Reserve Force.....	250,000.00			250,000.00
Receiving barracks.....	100,000.00	100,000.00		200,000.00
Naval War College, Rhode Island.....	90,950.00			90,950.00
Naval Home, Philadelphia, pay of employees, maintenance, etc.....				
Pay of reservists, transferred.....	1,000,000.00	100,000.00		1,100,000.00
<b>BUREAU OF ORDNANCE.</b>				
Ordnance and ordnance stores.....	20,000,000.00		2,500,000.00	17,500,000.00
Purchase and manufacture of smokeless powder.....	250,000.00		50,000.00	200,000.00
Torpedo station, Newport.....	200,000.00		200,000.00	
Experiments, Bureau of Ordnance.....	200,000.00			200,000.00
Contingent, Bureau of Ordnance.....	25,000.00			25,000.00
<b>BUREAU OF YARDS AND DOCKS.</b>				
Maintenance.....	7,500,000.00	1,500,000.00		9,000,000.00
Contingent.....	100,000.00	50,000.00		150,000.00
Public works (operating pavilion, Philadelphia).....	30,000.00			30,000.00
Navy yard, Portsmouth, N. H.....	15,000.00			15,000.00
Navy yard, New York, N. Y.: Underground storage for gasoline, etc.....	51,000.00		45,000.00	6,000.00
Additional wood-block paving.....	100,000.00		50,000.00	50,000.00
Extension distributing system.....	67,000.00		26,000.00	41,000.00
Steel storage crane runway, etc.....	300,000.00		90,000.00	210,000.00
Navy yard, Philadelphia, Pa.: Dry dock, to continue.....	1,000,000.00			1,000,000.00
Dredging.....	100,000.00			100,000.00
Navy yard, Washington, D. C.: East extension sea wall, etc.....	100,000.00			100,000.00
Regrading for storehouse No. 2.....	25,000.00		25,000.00	
Power-plant structural work.....	7,500.00		7,500.00	
Forge-shop water supply.....	7,500.00			7,500.00
Buildings and grounds, Naval Academy: Married officers' quarters.....	250,000.00			250,000.00
Install running water Bancroft Hall.....	60,000.00			60,000.00
Repair chapel and fit with acoustile.....	20,000.00		20,000.00	
Water-purification plant.....	85,000.00			85,000.00
Spit trough, swimming tank (added).....		6,000.00		6,000.00
Navy yard, Norfolk, Va.: Water-front improvements.....	1,000,000.00		500,000.00	500,000.00
Steel storage, to complete.....	136,000.00	84,000.00		220,000.00
Navy yard, Charleston, S. C.: Dredging, to continue.....	40,000.00			40,000.00

Total, \$144,906, which sum shall be paid out of the income from the naval pension fund.

## Naval appropriation bill—Continued.

Subject.	Proposed appropriation, 1921.	Increase.	Reduction.	Total.
<b>BUREAU OF YARDS AND DOCKS.</b>				
Naval station, New Orleans, La.: Fuel-oil plant.	\$30,000.00			\$30,000.00
Docking and repair plant, San Francisco Bay: Toward the establishment of a docking and repair plant, etc.	10,000,000.00		\$9,000,000.00	1,000,000.00
Navy yard, Mare Island, Calif.: Maintenance of dikes and dredging.	100,000.00			100,000.00
Underground electrical distributing system.	50,000.00	\$25,000.00		75,000.00
Paving.	25,000.00		25,000.00	
Navy yard, Puget Sound, Wash.: Railroad extensions.	50,000.00		25,000.00	25,000.00
20-ton floating crane.	100,000.00		100,000.00	
For grading, filling, etc., to continue.	350,000.00		175,000.00	175,000.00
Fire protection.	50,000.00			50,000.00
Locomotive cranes.	100,000.00		70,000.00	30,000.00
Keel blocks for Dry Dock No. 2.	40,000.00			40,000.00
Floating crane.	1,250,000.00		1,250,000.00	
Naval station, Pearl Harbor, Hawaii: Electric connections.	15,000.00			15,000.00
Central power-plant extensions.	200,000.00			200,000.00
Office building extension.	70,000.00		70,000.00	
Water-plant extension.	100,000.00		100,000.00	
Quay wall connecting dry dock and wharf.	330,000.00			330,000.00
Retaining wall at torpedo-boat slips.	20,000.00		20,000.00	
Machine shop.	150,000.00		50,000.00	100,000.00
Steel and pipe storehouse.	50,000.00			50,000.00
Improvements to coaling plant.	75,000.00			75,000.00
Electric system extension.	30,000.00			30,000.00
Oxy-acetylene building.	15,000.00			15,000.00
Ship-lighting facilities.	72,000.00		72,000.00	
Cement storehouses.	25,000.00		25,000.00	
Hydraulic plant, central power plant.	35,000.00			35,000.00
Elevators for woodworking and paintshop.	20,000.00			20,000.00
Marine railway, to complete.	200,000.00			200,000.00
Naval station, Cavite, P. I.: Fuel oil.	25,000.00			25,000.00
Naval magazine, Puget Sound, Wash.: Magazine for T. N. T.	25,000.00			25,000.00
Naval ammunition depot, Pearl Harbor, Hawaii: Shell house.	70,000.00			70,000.00
General improvements.	10,000.00			10,000.00
Naval Training Station, Newport, R. I.	35,000.00		35,000.00	
Naval Training Station, Great Lakes, Ill.: Toward shore protection and harbor development, to continue.	1,300,000.00		800,000.00	500,000.00
Depots for coal—				
Fuel-oil storage at Puget Sound.	1,050,000.00			1,050,000.00
Fuel-oil storage at Pearl Harbor.	1,000,000.00			1,000,000.00
Contingent.	50,000.00			50,000.00
Care and custody of petroleum reserves.	10,000.00			10,000.00
Water system at Yorktown, Va.	25,000.00			25,000.00
Naval operating base, Hampton Roads, Va.: Engine house, blacksmith shop, etc.	175,000.00		175,000.00	
Hot-water returns to boiler house.	100,000.00			100,000.00
Additional railroad track.	100,000.00		50,000.00	50,000.00
For acquisition of additional land, etc.	450,000.00		50,000.00	400,000.00
Naval hospital, Norfolk, Va.: Purchase of land for spur track.	450.00			450.00
Marine barracks, San Diego, Calif.: Purchase of land.	19,000.00		19,000.00	
Toward development, M. C. base.	1,000,000.00		500,000.00	500,000.00
Naval fuel depot, San Diego, Calif.: Marine railway, transfer to site of shipbuilding plant and for improvements.	200,000.00	550,000.00		750,000.00
Submarine base, San Pedro, Calif.: Toward development of a submarine base.	1,500,000.00		1,000,000.00	500,000.00
Submarine and destroyer base, Port Angeles: Toward development of submarine and destroyer base.	1,000,000.00		800,000.00	200,000.00
Submarine and destroyer base, Columbia River: Toward development of submarine and destroyer base.	1,000,000.00		700,000.00	300,000.00
Training station, San Diego, Calif.: Toward development of training station.	1,000,000.00			1,000,000.00
Repairs and preservation at navy yards: For repairs and preservation, etc.	4,000,000.00			4,000,000.00

## Naval appropriation bill—Continued.

Subject.	Proposed appropriation, 1921.	Increase.	Reduction.	Total.
<b>BUREAU OF MEDICINE AND SURGERY.</b>				
Medical department, etc.....	\$2,500,000.00	.....	.....	\$2,500,000.00
Contingent.....	500,000.00	.....	.....	500,000.00
Bringing home remains of officers, etc.....	300,000.00	.....	.....	300,000.00
Care of hospital patients, etc.....	100,000.00	.....	.....	100,000.00
<b>BUREAU OF SUPPLIES AND ACCOUNTS.</b>				
<b>Pay of the Navy:</b>				
Total, exclusive of retain of pay for all reserves.....	136,075,694.00	.....	\$5,301,183.00	112,619,794.00
Plus retainer pay for officers and enlisted men of the reserves.....	.....	.....	.....	18,154,715.00
Provisions, Navy.....	27,000,000.00	.....	.....	27,000,000.00
(With a probable deficiency of 5,388,770.)	.....	.....	.....	.....
Maintenance.....	8,500,000.00	\$6,434,065.00	.....	14,934,065.00
<b>Total.....</b>	<b>185,520,144.00</b>	<b>6,989,065.00</b>	<b>8,595,183.00</b>	<b>208,516,314.00</b>
Freight.....	2,000,000.00	.....	.....	2,000,000.00
With a probable deficiency of \$5,500,000.	.....	.....	.....	.....
Fuel and transportation.....	10,000,000.00	.....	.....	10,000,000.00
With a probable deficiency of \$16,585,077.	.....	.....	.....	.....
<b>BUREAU OF CONSTRUCTION AND REPAIR.</b>				
Construction and repair of vessels.....	27,900,000.00	3,100,000.00	.....	31,000,000.00
Improvements of construction plants:	.....	.....	.....	.....
Portsmouth, N. H.....	10,000.00	.....	2,000.00	8,000.00
Boston, Mass.....	25,000.00	.....	5,000.00	20,000.00
New York, N. Y.....	35,000.00	.....	7,000.00	28,000.00
Philadelphia, Pa.....	25,000.00	.....	5,000.00	20,000.00
Norfolk, Va.....	35,000.00	.....	7,000.00	28,000.00
Charleston, S. C.....	10,000.00	.....	2,000.00	8,000.00
Marine Island, Calif.....	35,000.00	.....	.....	35,000.00
Puget Sound, Wash.....	25,000.00	.....	.....	25,000.00
Bureau of Steam Engineering: Engineering for repairs, etc.....	26,550,000.00	3,450,000.00	.....	30,000,000.00
Engineering experiment station: United States Naval Academy.....	200,000.00	.....	.....	200,000.00
Naval Academy:	.....	.....	.....	.....
Pay, professors, etc.....	275,000.00	.....	.....	275,000.00
One swordmaster, etc.....	432,850.00	.....	.....	432,850.00
Department of ordnance and gunnery.....	19,806.64	.....	.....	19,806.64
Department of electrical engineering.....	19,305.84	.....	.....	19,305.84
Department of seamanship.....	8,188.08	.....	.....	8,188.08
Department of marine engineering.....	54,712.40	.....	.....	54,712.40
Commissary department.....	347,606.16	.....	.....	347,606.16
Department of buildings and grounds.....	146,438.40	.....	.....	146,438.40
Current and miscellaneous expenses.....	110,000.00	.....	.....	110,000.00
Purchase, binding, and repair of books.....	2,500.00	.....	.....	2,500.00
Expenses of Board of Visitors.....	3,000.00	.....	.....	3,000.00
Contingencies for superintendent of Academy.....	3,000.00	.....	.....	3,000.00
Contingencies for commandant of midshipmen.....	1,000.00	.....	.....	1,000.00
Maintenance and repairs, Naval Academy.....	1,205,000.00	.....	.....	1,205,000.00
Rent of buildings for use of Academy.....	13,500.00	.....	.....	13,500.00
.....	69,489,905.52	6,550,000.00	28,000.00	76,013,907.52
United States Marine Corps: Pay, Marine Corps, etc. (subject to revision—based on 27,000 men).....	31,750,813.28	.....	2,874,767.00	28,876,046.28
Increase of the Navy: Construction and machinery, etc.....	195,000,000.00	.....	53,000,000.00	52,000,000.00
<b>INCREASE OF THE NAVY.</b>				
Torpedo boats.....	23,748,000.00	.....	11,748,000.00	12,000,000.00
Armor and armament, toward the armor and armament for vessels, etc.....	49,000,000.00	.....	.....	49,000,000.00
Ammunition, on account of ammunition vessels heretofore authorized, etc.....	7,500,000.00	.....	7,500,000.00	.....
<b>Total.....</b>	<b>573,406,254.80</b>	<b>19,678,065.00</b>	<b>108,678,450.00</b>	<b>484,406,269.80</b>

*Estimates on naval appropriation bill.*

Subject.	Original estimates.	Estimates submitted by Secretary.	Estimates submitted by bureau chiefs.
Pay, miscellaneous.....	\$6,268,000.00	\$3,000,000.00	\$4,182,000.00
Contingent, Navy.....	75,000.00	75,000.00	75,000.00
Temporary government, Virgin Islands.....	343,440.00	343,440.00	343,440.00
Investigation of fuel oil.....	30,000.00	30,000.00	30,000.00
Expenses, civilian naval consulting board.....	25,000.00	25,000.00	20,000.00
Aviation, Navy.....	47,000,000.00	35,000,000.00	25,408,000.00
State marine schools.....	75,000.00	75,000.00	75,000.00
Care of lepers, etc., Island of Guam.....	20,000.00	20,000.00	20,000.00
<b>BUREAU OF NAVIGATION.</b>			
Transportation and recruiting.....	5,880,000.00	3,500,000.00	5,145,000.00
Recreation for enlisted men.....	1,250,000.00	1,050,000.00	982,400.00
Contingent, ferrage, etc.....	20,000.00	20,000.00	20,000.00
Gunnery and engineering exercises.....	350,000.00	150,000.00	150,000.00
Outfits on first enlistment.....	6,081,000.00	6,081,000.00	6,081,000.00
Instruments and supplies.....	1,500,000.00	500,000.00	1,200,000.00
Ocean and lake survey.....	155,000.00	105,000.00	105,000.00
Naval Training Station, California.....	310,000.00	200,000.00	250,000.00
Naval Training Station, Rhode Island.....	675,000.00	250,000.00	300,000.00
Naval Training Station, Great Lakes.....	1,800,000.00	500,000.00	800,000.00
Naval Training Station, St. Helena, and naval operating base, H. R.....	1,608,000.00	500,000.00	620,000.00
Naval Reserve Force.....	500,000.00	250,000.00	250,000.00
Receiving barracks.....	250,000.00	100,000.00	200,000.00
Naval War College, Rhode Island.....	100,950.00	90,950.00	90,950.00
Naval Home, Philadelphia, pay of employees, maintenance, etc.....	(1)		
Pay of reservists, transferred.....	1,000,000.00	1,000,000.00	1,100,000.00
<b>BUREAU OF ORDNANCE.</b>			
Ordnance and ordnance stores.....	22,673,529.00	20,000,000.00	17,500,000.00
Purchase and manufacture of smokeless powder.....	250,000.00	250,000.00	200,000.00
Torpedo station, Newport, R. I.....	200,000.00	200,000.00	
Experiments, Bureau of Ordnance.....	200,000.00	200,000.00	200,000.00
Contingent, Bureau of Ordnance.....	25,000.00	25,000.00	25,000.00
<b>BUREAU OF YARDS AND DOCKS.</b>			
Maintenance.....	10,000,000.00	7,500,000.00	9,000,000.00
Contingent.....	750,000.00	100,000.00	150,000.00
Public works, hospital construction (operating pavilion, Philadelphia).....	30,000.00	30,000.00	30,000.00
Navy yard, Portsmouth, N. H. (welding shop).....	15,000.00	15,000.00	15,000.00
Navy yard, New York, N. Y.: Underground storage for gasoline, etc.....	51,000.00	51,000.00	6,000.00
Additional wood block paving.....	128,500.00	100,000.00	50,000.00
Extension distributing system.....	67,000.00	67,000.00	41,000.00
Steel storage crane runway, etc.....	300,000.00	300,000.00	210,000.00
Navy yard, Philadelphia, Pa.: Dry dock, to continue.....	1,600,000.00	1,000,000.00	1,000,000.00
General dredging.....	150,000.00	100,000.00	100,000.00
Navy yard, Washington, D. C.: East extension sea wall, etc.....	250,000.00	100,000.00	100,000.00
Regrading for storehouse No. 2.....	25,000.00	25,000.00	
Power-plant structural work.....	7,500.00	7,500.00	
Forge-shop water supply.....	7,500.00	7,500.00	7,500.00
Buildings and grounds, Naval Academy: Married officers' quarters.....	350,000.00	250,000.00	250,000.00
Install running water, Bancroft Hall.....	69,000.00	69,000.00	69,000.00
Repair chapel and fit with acoustile.....	20,000.00	20,000.00	
Water-purification plant.....	85,000.00	85,000.00	85,000.00
Split trough, swimming tank (added).....			6,000.00
Navy yard, Norfolk, Va.: Water-front improvements.....	1,000,000.00	500,000.00	500,000.00
Steel storage, to complete.....	450,000.00	136,000.00	220,000.00
Navy yard, Charleston, S. C.: Dredging, to continue.....	40,000.00	40,000.00	40,000.00
Naval station, New Orleans, La.: Fuel-oil plant.....	30,000.00	30,000.00	30,000.00
Parking and repair plant, San Francisco Bay: Toward establishment of docking and repair plant.....	10,000,000.00	10,000,000.00	1,000,000.00
Navy yard, Mare Island, Calif.: Maintenance of dikes and dredging.....	200,000.00	100,000.00	100,000.00
Underground electrical distributing system.....	50,000.00	50,000.00	75,000.00
Paving.....	25,000.00	25,000.00	

<sup>1</sup> Total \$144,906, which sum shall be paid out of the income from the naval pension fund.

## Estimates on naval appropriation bill—Continued.

Subject.	Original estimates.	Estimates submitted by Secretary.	Estimates submitted by bureau chief.
<b>BUREAU OF YARDS AND DOCKS—continued.</b>			
Navy yard, Puget Sound, Wash.:			
Railroad extensions.....	\$50,000.00	\$50,000.00	\$25,000.00
20-ton floating crane.....	100,000.00	100,000.00	
For grading, filling, etc., to continue.....	350,000.00	350,000.00	175,000.00
Fire protection.....	150,000.00	50,000.00	50,000.00
Locomotive cranes.....	100,000.00	100,000.00	30,000.00
Keel blocks for Dry Dock No. 2.....	40,000.00	40,000.00	40,000.00
Floating crane.....	1,250,000.00	1,250,000.00	
Naval station, Pearl Harbor, Hawaii:			
Electric connections.....	15,000.00	15,000.00	15,000.00
Central power plant extensions.....	200,000.00	200,000.00	200,000.00
Office building extension.....	70,000.00	70,000.00	
Water-plant extension.....	100,000.00	100,000.00	
Quay wall connecting dry dock and wharf.....	330,000.00	330,000.00	330,000.00
Retaining wall at torpedo-boat slips.....	30,000.00	20,000.00	
Machine shop.....	150,000.00	150,000.00	100,000.00
Steel and pipe storehouse.....	50,000.00	50,000.00	50,000.00
Improvements to coaling plant.....	75,000.00	75,000.00	75,000.00
Electric system extension.....	30,000.00	30,000.00	30,000.00
Oxyacetylene building.....	15,000.00	15,000.00	15,000.00
Ship-lighting facilities.....	72,000.00	72,000.00	
Cement storehouses.....	25,000.00	25,000.00	
Hydraulic plant, central power plant.....	35,000.00	35,000.00	35,000.00
Elevators for wood-working and paintshop.....	20,000.00	20,000.00	20,000.00
Marine railway, to complete.....	200,000.00	200,000.00	200,000.00
Naval Station, Cavite, P. I.: Fuel oil.....	25,000.00	25,000.00	25,000.00
Naval Magazine, Puget Sound, Wash.: Magazine for T. N. T.....	25,000.00	25,000.00	25,000.00
Naval Ammunition Depot, Pearl Harbor, Hawaii:			
Shell house.....	70,000.00	70,000.00	70,000.00
General improvements.....	10,000.00	10,000.00	10,000.00
Naval Training Station, Newport, R. I.....	35,000.00	35,000.00	
Naval Training Station, Great Lakes, Ill.: Toward shore protection and harbor development.....	1,300,000.00	1,300,000.00	500,000.00
Depots for coal:			
Fuel-oil storage at Puget Sound.....		1,050,000.00	1,050,000.00
Fuel-oil storage at Pearl Harbor.....		1,000,000.00	1,000,000.00
Contingent.....	10,000,000.00	50,000.00	50,000.00
Care and custody of petroleum reserves.....		10,000.00	10,000.00
Water system at Yorktown, Va.....		25,000.00	25,000.00
Naval operating base, Hampton Roads, Va.:			
Engine house, blacksmith shop, etc.....	175,000.00	175,000.00	
Hot-water returns to boiler house.....	250,000.00	100,000.00	100,000.00
Additional railroad track.....	100,000.00	100,000.00	50,000.00
For acquisition of additional land, etc.....	450,000.00	450,000.00	400,000.00
Naval hospital, Norfolk, Va.: Purchase of land for spur track.....	450.00	450.00	450.00
Marine barracks, San Diego, Calif.:			
Purchase of land.....	19,000.00	19,000.00	
Toward further development, Marine Corps base.....	1,000,000.00	1,000,000.00	500,000.00
Naval fuel depot, San Diego, Calif.: Marine railway, and for improvements, etc.....	200,000.00	200,000.00	750,000.00
Submarine base, San Pedro, Calif.: Toward development of a submarine base.....	3,363,300.00	1,500,000.00	500,000.00
Submarine and destroyer base, Port Angeles: Toward development of submarine and destroyer base.....	1,000,000.00	1,000,000.00	200,000.00
Submarine and destroyer base, Columbia River: Toward development of submarine and destroyer base.....	1,000,000.00	1,000,000.00	300,000.00
Training station, San Diego, Calif.: Toward development of.....	1,000,000.00	1,000,000.00	1,000,000.00
Repairs and preservation at navy yards: For repairs and preservation, etc.....	8,000,000.00	4,000,000.00	4,000,000.00
<b>BUREAU OF MEDICINE AND SURGERY.</b>			
Medical Department, etc.....	3,099,008.00	2,500,000.00	2,500,000.00
Contingent.....	700,000.00	500,000.00	500,000.00
Bringing home remains of officers, etc.....	300,000.00	300,000.00	300,000.00
Care of hospital patients, etc.....	500,000.00	100,000.00	100,000.00
<b>BUREAU OF SUPPLIES AND ACCOUNTS.</b>			
Pay of the Navy.....	139,075,694.00	136,075,604.00	130,774,511.00
Provisions, Navy, with a probable deficiency of \$5,388,770.....	36,340,884.00	27,000,000.00	27,000,000.00
Maintenance.....	15,250,000.00	8,500,000.00	14,834,065.00
Freight, with a probable deficiency of \$5,500,000.....	7,500,000.00	2,000,000.00	2,000,000.00
Fuel and transportation, with a probable deficiency of \$16,543,077.....	27,888,548.00	10,000,000.00	10,000,000.00

*Estimates on naval appropriation bill—Continued.*

Subject.	Original estimates.	Estimates submitted by Secretary.	Estimates submitted by bureau chiefs.
<b>BUREAU OF CONSTRUCTION AND REPAIR.</b>			
Construction and repair of vessels.....	\$31,000,000.00	\$27,900,000.00	\$31,000,000.00
Improvements of construction plants:			
Portsmouth, N. H.....	10,000.00	10,000.00	8,000.00
Boston, Mass.....	25,000.00	25,000.00	20,000.00
New York, N. Y.....	35,000.00	35,000.00	28,000.00
Philadelphia, Pa.....	25,000.00	25,000.00	20,000.00
Norfolk, Va.....	35,000.00	35,000.00	28,000.00
Charleston, S. C.....	10,000.00	10,000.00	8,000.00
Marine Island, Calif.....	35,000.00	35,000.00	35,000.00
Puget Sound, Wash.....	25,000.00	25,000.00	25,000.00
<b>BUREAU OF STEAM ENGINEERING.</b>			
Engineering, for repairs, etc.....	30,000,000.00	26,550,000.00	30,000,000.00
Engineering Experiment Station: United States Naval Academy.....	200,000.00	200,000.00	200,000.00
Naval Academy.....	2,366,907.52	2,366,907.52	2,366,907.52
United States Marine Corps, based on 22,500 men.....	28,876,046.28	31,750,813.28	28,876,046.28
Increase of the Navy, construction and machinery, etc.....	115,575,800.00	105,000,000.00	52,000,000.00
Torpedo boats.....	25,898,000.00	23,748,000.00	14,000,000.00
Armor and armament.....	65,000,000.00	49,000,000.00	49,000,000.00
Ammunition.....	7,500,000.00	7,500,000.00	.....
<b>Total.....</b>	<b>688,236,956.80</b>	<b>572,931,254.80</b>	<b>484,406,269.80</b>

<sup>1</sup> Not accurate.**NAVAL APPROPRIATION BILL.**

Pay, miscellaneous: Pages 2, 3, and 4. Proposed appropriation \$3,000,000; increase recommended \$1,182,000. This increase is deemed absolutely necessary by the Bureau of Supplies and Accounts.

Contingent, Navy: Page 7. Proposed appropriation \$75,000; no change.

Temporary government for West Indies Islands: Page 8. Proposed appropriation \$343,440; no change.

Investigation of fuel oil: Pages 8 and 9. Proposed appropriations \$30,000; no change.

Expenses, civilian Naval Consulting Board: Page 9. Proposed appropriation \$25,000; reduction \$5,000; final total, \$20,000.

Aviation, Navy: Pages 9 and 10: Proposed appropriation \$35,000,000; reduction \$9,597,000; final total \$25,403,000. The most careful and searching investigation has been made by the Director of Aviation in this matter, and it is believed that no further reduction can safely be made in this appropriation.

State Marine School: Page 13. Proposed appropriation \$75,000; no change.

Care of lepers, etc., Island of Guam: Page 13. Proposed appropriation \$20,000; no change.

**BUREAU OF NAVIGATION.**

Transportation and recruiting: Pages 14 and 15. Proposed appropriation \$3,500,000; increase \$1,645,000; final total \$5,145,000. The original amount required by the bureau was \$5,860,000. This amount was first approved by the department for \$5,000,000 and later reduced to \$3,500,000. The amount actually necessary is \$5,145,000. The estimate of \$5,860,000 was based on 143,000 men. The decrease in the number of men is offset by the increased cost of transportation, the average cost of transportation per mile being approximately 4 cents, and the travel allowance allowed enlisted men discharged on termination of enlistment was increased from 4 cents per mile to 5 cents per mile. The decrease from \$5,860,000 originally requested by the bureau to \$3,500,000 was apparently made without taking into consideration this increase in the cost of transportation and the increase of 1 cent per mile for men discharged on the termination of enlistment.

Recreation for enlisted men: Pages 15 and 16. Proposed appropriation, \$750,000; increase, \$232,400; final total, \$982,400. The amount originally required

by the bureau was \$1,299,901. The department first approved this for \$750,000 and then further increased it to \$1,050,000. This amount, however, was reduced by the bureau to \$982,400 on account of the fact that the work performed in the past by the Y. M. C. A., Knights of Columbus, Jewish Welfare, and other welfare organizations, has been taken over by the sixth division of the Bureau of Navigation.

Contingent: Pages 16 and 17. Proposed appropriation, \$20,000; no change.

Gunnery and engineering exercises: Page 17. Proposed appropriation, \$150,000; no change.

Outfits on first enlistments: Page 18. Proposed appropriation, \$6,081,000; no change.

Instruments and supplies: Pages 19 and 20. Proposed appropriation, \$500,000; increase, \$700,000; final total, \$1,200,000. The amount originally requested by the bureau was \$1,500,000. This was first approved by the department for \$1,250,000, but was again reduced to \$500,000. The amount necessary for the fiscal year 1921 is \$1,200,000. The estimate of \$1,200,000 was based on the number of ships reported in October, 1919, to the bureau by the Chief of Naval Operations as contemplated keeping in commission, in reduced commission, and in reserve during the fiscal year 1921. A revised list of ships enables the bureau to reduce the estimate approximately \$50,000. Of the \$1,200,000 requested, \$916,000 will be required for expenditures by the Naval Observatory, leaving \$284,000 for expenditures by the bureau direct for pilotage, towage, etc., and libraries.

Ocean and lake survey: Page 20. Proposed appropriation, \$105,000; no change.

Naval training station, California: Pages 21 and 22. Proposed appropriation, \$200,000; increase, \$50,000; final total, \$250,000. The amount originally requested by the bureau was \$310,000. The first amount approved by the department was \$225,000 and this was later reduced to \$200,000. The amount necessary is \$250,000 for the efficient operations of the station and to cover the increased cost of labor and material necessary for the maintenance of the permanent structures on the station and for the temporary structures, which will require expenditures to prevent deterioration, even though they are not used.

Naval Training Station, R. I.: Pages 23 and 24. Proposed appropriation, \$250,000; increase, \$50,000; final total, \$300,000. The amount originally required by the training station was \$675,000. The amount first approved by the department was \$500,000, but this was later further reduced to \$250,000. The amount actually required to keep this station running in an efficient condition is \$300,000. During the war period the training station was greatly expanded by a number of temporary buildings, expensive of upkeep, and in order to use the funds available to the best advantage repairs to and upkeep of the original permanent buildings were sadly neglected. Although the temporary buildings are abandoned as far as possible there will be a great added expense for the upkeep and repairs to permanent buildings of the station due to the increase of cost of fuel, labor, and materials.

Naval Training Station, Great Lakes, Ill.: Pages 24 and 25. Proposed appropriation \$500,000; increase, \$300,000; final total, \$800,000. The amount requested by the training station was \$1,800,000. The amount approved by the bureau was \$1,800,000. The amount first approved by the department was \$1,000,000, and this was further reduced to \$500,000. The amount considered necessary to run this station economically is named at \$800,000. Rear Admiral Bassett, in his hearings, based his arguments on \$1,800,000. No information other than this testimony to show how the station could operate on less than the amount originally asked for is available to the bureau.

Naval training station, St. Helena, and operating base, Hampton Roads: Page 26. Proposed appropriation \$500,000; increase, \$120,000; final total, \$620,000. The amount originally requested by the station was \$1,608,000. The amount first approved by the department was \$1,000,000, and this was further reduced to \$500,000. The amount actually necessary is considered as \$620,000. The original estimate of \$1,608,000 was based upon operating East Camp. As it appears that this camp will not be opened, \$620,000 would probably run the station. The increase of \$120,000 over the amount finally approved by the department is necessary on account of the expense of using civilians in place of enlisted personnel.

Naval Reserve Force: Page 26. Proposed appropriation, \$250,000; no change.

**Receiving barracks:** Page 26. Proposed appropriation, \$100,000; increase, \$20,000; final total, \$200,000. The amount first requested by the bureau was \$20,000. It was first approved by the department as \$200,000, but this was later reduced to \$100,000. The actual amount requested is \$200,000. It is the policy of the bureau to do away with receiving ships as rapidly as possible and substitute therefor barracks on shore for the accommodation of enlisted men. Barracks are capable of housing more comfortably the large number of men which are from time to time awaiting transfer to ships, completion of discharge, return from hospitals, stragglers, and various others, who for various reasons temporarily assigned to receiving ships for housing purposes while awaiting transfer to other duties. Ships are entirely inadequate to accommodate the large number of men and the conditions which existed in the past when the Navy was small can no longer be met by the use of receiving ships. Barracks are more sanitary in all cases of contagious or infectious diseases; conditions are much more easily met and overcome than is the case with receiving ships. We have the barracks already built and available for use in most places where it is intended to use them, and it is not the purpose of the bureau to ask for the construction of any new barracks. This appropriation is intended only to remove the men from insanitary conditions of living aboard crowded and improperly ventilated and lighted ships to more commodious and sanitary buildings on shore.

**Naval War College, Rhode Island:** Page 27. Proposed appropriation, \$90,950; no change.

**Naval Home, Philadelphia, Pa., pay:** Page 28. Amount, \$144,906. This sum is to be from the income of the naval pension fund and does not figure in the present or final totals.

**Pay of reservists, transferred:** Page 84. Proposed appropriation, \$1,000,000; increase \$100,000; final total, \$1,100,000. The Chief of Naval Operations has carefully gone into this question and has recently ordered a reduction on July 1 from 1,111 clerical personnel asked for to 883. In this connection attention is invited to the fact that of this 883 clerical force 447 are under Communications. It should be noted here that Communications annually returns to the Treasury of the United States an amount estimated at \$1,800,000 and that the clerical force asked for in the districts in this appropriation must take charge and care for the records of 262,000 Reserves.

#### BUREAU OF ORDNANCE.

**Ordnance and ordnance stores:** Pages 46, 47, and 48. Proposed appropriation, \$20,000,000; reduction, \$2,500,000; final total, \$17,500,000. This estimate has been carefully gone over by the Chief of the Bureau of Ordnance, and by the most urgent economy he may be able to get through the year with \$17,500,000.

**Purchase and manufacture of smokeless powder:** Page 48. Proposed appropriation, \$250,000; reduction, \$50,000; final total, \$200,000. The same remarks apply to this amount as the one just preceding.

**Torpedo station, Newport, R. I.:** Page 49. Proposed appropriation, \$200,000; reduction, \$200,000; final total, zero.

**Experiments, Bureau of Ordnance:** Pages 49 and 50. Proposed appropriation, \$200,000; no changes.

**Contingent, Bureau of Ordnance:** Page 50. Proposed appropriation, \$25,000; no change.

#### BUREAU OF YARDS AND DOCKS.

**Maintenance:** Pages 50 and 51. Proposed appropriation, \$7,500,000; increase, \$1,500,000; final total, \$9,000,000. This matter has received the most careful consideration. All angles have been examined and the actual amount that we can economically and safely carry this bureau to 1921 on this appropriation is \$9,000,000.

**Contingent, Bureau of Yards and Docks:** Page 52. Proposed appropriation, \$100,000; increase, \$50,000; final total, \$150,000. The same statement applies to this as to the one preceding.

**Public works, hospital construction, operating pavilion, Philadelphia, Pa.:** Page 53. Proposed appropriation, \$30,000; no change.

**Navy Yard, Portsmouth, N. H., welding shop:** Page 53. Proposed appropriation, \$15,000; no change.

**Navy yard, New York, underground storage for gasoline:** Page 55. Proposed appropriation, \$51,000; reduction, \$45,000; final total, \$6,000.

Additional wood-block paving: Page 55. Proposed appropriation, \$100,000; reduction, \$50,000; final total, \$50,000.

Extension distributing system: Page 55. Proposed appropriation, \$67,000; reduction, \$26,000; final total, \$41,000.

Steel storage crane runway and electric traveling cranes: Page 55. Proposed appropriation, \$300,000; reduction, \$90,000; final total, \$210,000.

Navy yard, Philadelphia: Dry dock, to complete and the limit of cost is increased to \$6,300,000; proposed, \$1,000,000; no change.

General dredging: Page 56. Proposed appropriation, \$100,000; no change.

Navy yard, Washington, east extension sea wall and Indianhead landing: Page 56: Proposed appropriation, \$100,000; no change.

Regrading and track rearrangement for general storehouse No. 2: Page 56. Proposed appropriation, \$25,000; omitted.

Power plant, structural work: Page 56. Proposed, \$7,500; omitted.

Forge shop water supply: Page 56. Proposed, \$7,500; no change.

Buildings and grounds, Naval Academy, married officers' quarters: Page 57. Proposed, \$250,000; no change.

Install running water in first and third wings, Bancroft Hall: Page 57. Proposed, \$60,000; no change.

Repair chapel and fit with acoustics: Page 57. Proposed, \$20,000; omitted.

Water purification plant: Page 57. Proposed, \$85,000; no change. To be added to this appropriation is absolutely necessary split trough, swimming tanks, \$6,000.

Navy yard, Norfolk, Va., water-front improvements: Page 57. Proposed appropriation, \$1,000,000; reduction, \$500,000; final total, \$500,000.

Steel storage, to complete: Proposed appropriation, \$136,000; increase, \$84,000; final total, \$220,000. (This increase is necessary on account of the increased cost of material and labor.)

Navy yard, Charleston, S. C., dredging, to continue: Page 57. Proposed appropriation, \$40,000; no change.

Naval station, New Orleans, La., fuel-oil plant: Page 58. Proposed appropriation, \$30,000; no change.

Docking and repair plant, San Francisco Bay, toward the establishment of a docking and repair plant for capital ships on San Francisco Bay, including the development thereof with necessary facilities: Page 58. Proposed appropriation, \$10,000,000; reduction, \$9,000,000; final total, \$1,000,000. This reduction is made because it is believed that \$1,000,000 is all that can be properly expended during the fiscal year 1921.

Navy yard, Mare Island, Calif., maintenance of dikes and dredging: Page 59. Proposed appropriation, \$100,000; no change.

Underground electrical distribution system: Proposed appropriation, \$50,000; increase, \$25,000; final total, \$75,000.

The increase in underground electrical distribution system from \$50,000 to \$75,000 is needed to make electrical connection to new structural shop that is now being constructed.

Paving: Proposed appropriation, \$25,000; omitted.

Navy yard, Puget Sound, railroad extensions: Page 60. Proposed appropriation, \$50,000; reduction \$25,000; final total, \$25,000.

Twenty-ton floating crane: Proposed appropriation, \$100,000; omitted.

For grading, filling, and sea-wall construction: Proposed appropriation, \$350,000; reduction, \$175,000; final total, \$175,000.

Fire protection: Proposed appropriation, \$50,000; no change.

Locomotive cranes: Proposed appropriation, \$100,000; reduction, \$70,000; final total, \$30,000.

Keel blocks for dry dock No. 2: Proposed appropriation, \$40,000; no change.

Floating crane: Proposed appropriation, \$1,250,000; omitted.

NOTE.—The reduction for grading, filling, etc., to continue is on account of the fact that this amount is believed sufficient to carry through year 1921.

Naval station, Pearl Harbor, Hawaii, electric connections, central power plant extensions: Page 60. Proposed appropriation, \$15,000; no change. Water plant extensions: Proposed appropriation, \$70,000; omitted. Quay wall connecting dry dock and wharf: Proposed appropriation, \$100,000; omitted. Retaining wall at torpedo-boat slips: Proposed appropriation, \$330,000; no change. Machine shop: Proposed appropriation, \$20,000; omitted. Proposed appropriation \$150,000; reduction, \$50,000—final total, \$100,000. Steel and pipe storehouse: Proposed appropriation, \$50,000; no change. Improvements to coaling plant: Proposed appropriation, \$75,000; no change. Electric system exten-

**Plans:** Proposed appropriation, \$30,000; no change. Ox-acetylene building: Proposed appropriation, \$15,000; no change. Ship lighting facilities: Proposed appropriation, \$72,000; omitted. Cement storehouse: Proposed appropriation, \$5,000; omitted. Hydraulic plant and power plant: Proposed appropriation, \$3,000; no change. Elevators for woodworking and paint shop: Proposed appropriation, \$20,000; no change. Marine railway, to complete: Proposed appropriation, \$200,000; no change.

Naval station, Cavite, P. I. Fuel oil: Page 61: Proposed appropriation, \$25,000; no change.

Naval magazine, Puget Sound, Wash. Magazine for TNT: Page 62. Proposed appropriation, \$25,000; no change.

Naval ammunition depot, Pearl Harbor, Hawaii, Shell house: Page —. Proposed appropriation, \$70,000; no change. Improvements: Proposed appropriation, \$10,000; no change.

Naval Training Station, Newport, R. I. Power lines, etc.: Page 63. Proposed appropriation, \$35,000; omitted.

Naval Training Station, Great Lakes, Ill. Toward shore protection and harbor development, to continue: Proposed appropriation, \$1,300,000; reduction, \$800,000; final total, \$500,000.

Depots for coal fuel oil storage at Puget Sound, Wash.: Proposed appropriation, \$1,050,000; no change.

Fuel-oil storage at Pearl Harbor, Hawaii: Page 63. Proposed appropriation, \$1,000,000; no change.

Contingent: Proposed appropriation, \$50,000; no change.

Care and custody of naval petroleum reserves: Proposed appropriation, \$10,000; no change.

Water system at Yorktown, Va.: Proposed appropriation, \$25,000; no change.

#### *Naval operating base, Hampton Roads, Va.*

Engine house, blacksmith shop, and machine shop: Proposed appropriation, \$175,000; omitted.

Hot-water returns to boiler house: Proposed appropriation, \$100,000; no change.

Additional railroad track: Proposed appropriation, \$100,000; reduction, \$50,000; final total, \$50,000.

For the acquisition by purchase or condemnation of additional lands: Proposed appropriation, \$450,000; reduction, \$50,000; final total, \$400,000. It is believed that about 70 acres of this land need not be purchased.

Naval Hospital, Norfolk, Va., purchase of land for spur track: Page 64. Proposed appropriation, \$450; no change.

#### *Marine Barracks, San Diego, Calif.*

Purchase of land: Page 65. Proposed appropriation, \$19,000; omitted.

Toward further development of Marine Corps base: Proposed appropriation, \$1,000,000; reduction, \$500,000; final total, \$500,000.

Naval fuel depot, San Diego, Calif., marine railway transfer to site of ship-building plant and for improvement: Proposed appropriation, \$200,000; increase, \$550,000; final total, \$750,000. It is believed the committee is fully aware of the necessity and nature of this increase.

Submarine base, San Pedro, Calif., toward the development of a submarine base: Page 65. Proposed appropriation, \$1,500,000; reduction, \$1,000,000; final total, \$500,000.

Submarine and destroyer base, Port Angeles, Wash.: Page 65. Proposed appropriation, \$1,000,000; reduction, \$800,000; final total, \$200,000.

Submarine and destroyer base, Columbia River, toward development of submarine and destroyer base: Page 66. Proposed appropriation, \$1,000,000; reduction, \$700,000; final total, \$300,000.

Training station, San Diego, Calif., toward the development of a permanent training station, San Diego, Calif.: Page 66. Proposed appropriation, \$1,000,000; no change.

Repairs and preservation at navy yards: Page 66. Proposed appropriation, \$4,000,000; no change.

Pay of officers (retired list) : Page 98. Proposed appropriation, \$286,685; no change.

Pay of enlisted men (active and reserve) : Page 99. Proposed appropriation, \$13,799,888; reduction, \$2,366,314; final total, \$11,433,574.

Pay of enlisted men (retired list) : Page 102. Proposed appropriation, \$168,045; no change.

Undrawn clothing: Page 103. Proposed appropriation, \$50,000; no change.

Mileage: Page 103. Proposed appropriation, \$162,500; reduction, \$37,500; final total, \$125,000.

Commutation of quarters: Page 103. Proposed appropriation, \$212,500; reduction, \$37,500; final total, \$175,000.

Civil force: Pages 103 and 104. Proposed appropriation, \$46,711.28; reduction, \$3,750; final total, \$42,961.28.

Temporary civil force (former reservists transferred to civil service): Pages 104 and 105. Proposed appropriation, \$100,000; increase, \$179,530; final total, \$279,530.

Provisions, Marine Corps: Page 105. Proposed appropriation, \$4,500,000; increase, \$33,670; final total, \$4,536,670.

Clothing: Page 107. Proposed appropriation, \$1,856,690; reduction, \$556,690; final total, \$1,300,000.

Fuel, Marine Corps: Page 108. Proposed appropriation, \$450,000; increase, \$149,400; final total, \$599,400.

Military stores: Page 108. Proposed appropriation, \$2,000,000; reduction, \$1,000,000; final total, \$1,000,000.

Transportation and recruiting: Page 110. Proposed appropriation, \$1,071,520; reduction, \$291,545; final total, \$779,975.

Repair of barracks: Page 111. Proposed appropriation, \$250,000; increase, \$336,125; final total, \$586,125.

Forage: Page 112. Proposed appropriation, \$100,000; increase, \$24,075; final total, \$124,075.

Commutation of quarters: Page 113. Proposed appropriation, \$250,000; increase, \$200,000; final total, \$450,000.

Contingent: Pages 114, 115, and 116. Proposed appropriation, \$2,740,322; increase, \$783,433; final total, \$3,523,755.

NOTE.—The proposed Marine Corps appropriation, \$31,750,813; the net increase is \$2,874,767, which leaves a final total of \$28,876,046. The memorandum of the major general commandant, Marine Corps, is appended, marked "(a)."

Increase of the Navy (construction and machinery) : Page 118. Proposed appropriation, \$105,000,000; reduction, \$53,000,000; final total, \$52,000,000. This reduction is made on account of larger balances expected at the end of the current fiscal year and the fact that progress during 1921 will be less than originally estimated. This is simply a postponement.

Increase of the Navy (torpedo boats) : Page 119. Proposed appropriation, \$23,748,000; reduction, \$11,748,000; final total, \$12,000,000. The same statement regarding the preceding item applies to this item.

Increase of the Navy (armor and armament) : Page 119. Proposed appropriation, \$49,000,000; no change.

Increase of the Navy (ammunition) : Page 119. Proposed appropriation, \$7,500,000; reduction, \$7,500,000; final total, zero.

HEADQUARTERS UNITED STATES MARINE CORPS,  
OFFICE OF THE QUARTERMASTER,  
Washington, D. C., March 4, 1920.

Memorandum for the Major General Commandant.

In submitting, last October, the original estimates for "Maintenance, Quartermaster's Department," a total of \$18,340,717 was called for. In transmitting these estimates to Congress, the Secretary of the Navy made a reduction therein of \$5,122,185. as follows:

Provisions .....	\$1,315,000
Fuel .....	280,000
Military stores .....	1,162,821
Repair of barracks .....	465,500
Forage .....	50,000

the year and will result in an accumulation of repairs and alterations at the end of the year over that originally contemplated. It is estimated that at least \$31,000,000 will be required for the fiscal year ending June 30, 1921, to dispose of this accumulation of work, together with the additional work that will in the natural course become necessary through the year.

*Improvements of construction plants.*

Portsmouth, N. H.: Page 86. Proposed appropriation, \$10,000; reduction, \$2,000; final total, \$8,000.

Boston, Mass.: Proposed appropriation, \$25,000; reduction, \$5,000; final total, \$20,000.

New York, N. Y.: Proposed appropriation, \$35,000; reduction, \$7,000; final total, \$28,000.

Navy Yard, Philadelphia, Pa.: Proposed appropriation, \$25,000; reduction, \$5,000; final total, \$20,000.

Norfolk, Va.: Proposed appropriation, \$35,000; reduction, \$7,000; final total, \$28,000.

Charleston, S. C.: Proposed appropriation, \$10,000; reduction \$2,000; final total, \$8,000.

Mare Island, Calif.: Proposed appropriation, \$35,000; no change.

Puget Sound, Wash.: Proposed appropriation, \$25,000; no change.

**BUREAU OF STEAM ENGINEERING.**

Repairs, etc.: Pages 87, 88, and 89. Proposed appropriation, \$26,550,000; increased, \$3,450,000; final total, \$30,000,000. The Bureau of Steam Engineering's appropriation for the fiscal year ending June 30, 1920, was found to be inadequate to continue the work throughout the year, and the net result is an accumulation of engineering work which will exist at the end of the year over that originally contemplated. It is estimated that at least \$30,000,000 will be required for the fiscal year ending June 30, 1921, to dispose of this accumulation of work, together with the additional work that will in the natural course become necessary throughout the year.

**NAVAL ACADEMY.**

(Page 89.)

Pay, professors, etc. Proposed appropriation, \$275,000; no change.

One swordmaster, etc. Proposed appropriation, \$432,850; no change.

Department of ordnance and gunnery. Proposed appropriation, \$19,806.64; no change.

Department of electrical engineering. Proposed appropriation, \$19,305.84; no change.

Department of seamanship. Proposed appropriation, \$8,188.08; no change.

Department of marine engineering. Proposed appropriation, \$54,712.40; no change.

Commissary department. Proposed appropriation, \$347,606.16; no change.

Department of buildings and grounds. Proposed appropriation, \$146,438.40; no change.

Current and miscellaneous expenses. Proposed appropriation, \$110,000; no change.

Purchase, binding, and repair books. Proposed appropriation, \$2,500; no change.

Expenses of board of visitors. Proposed appropriation, \$3,000; no change.

Contingencies for Superintendent of Academy. Proposed appropriation, \$3,000; no change.

Contingencies for commandant of midshipmen. Proposed appropriation, \$1,000; no change.

Maintenance and repairs, Naval Academy. Proposed appropriation, \$1,205,000; no change.

Rent of buildings for use of academy. Proposed appropriation, \$13,500; no change.

**MARINE CORPS.**

Pay, Marine Corps: Page 98. Proposed appropriation, \$3,705,952; reduction, \$390,701; final total, \$3,315,251.

*Summary.*

Subheads:	For 27,400 men.
Provisions.....	\$6,727,000
Clothing.....	1,856,690
Fuel.....	730,000
Military stores.....	2,000,000
Transportation and recruiting.....	1,071,520
Repair of barracks.....	713,800
Forage.....	150,000
Commutation of quarters.....	548,000
Contingent.....	4,291,186

Total ..... 18,068,186

Should the Congress decide to appropriate for only 22,500 men, the following sums will be required by the quartermaster:

Subheads:	For 22,500 men.
Provisions.....	\$5,000,000
Clothing.....	1,524,000
Fuel.....	599,400
Military stores.....	1,142,275
Transportation and recruiting.....	879,975
Repair of barracks.....	586,125
Forage.....	124,075
Commutation of quarters.....	450,000
Contingent.....	3,523,755

Total ..... 13,830,205

This shows an excess of \$611,673 above the total in draft No. 1 for "Maintenance, Quartermaster's Department," which is what the quartermaster believes is absolutely necessary for a force of 22,500 men maintained for every day in the year, but in view of the Major General Commandant's directions to still further reduce this amount, so as to bring it below the amount named in draft No. 1, the quartermaster suggests that the following totals be appropriated:

Provisions.....	\$4,536,670
Clothing.....	1,300,000
Fuel.....	599,400
Military stores.....	1,000,000
Transportation and recruiting.....	879,975
Repair of barracks.....	586,125
Forage.....	124,075
Commutation of quarters.....	450,000
Contingent.....	3,523,755

Total ..... 13,000,000

*Final summary.*

Subheads.	Original estimates, 27,400 men.	27,400 men draft No. 1, Secretary of Navy's re- duction.	22,500 men final reduc- tion by Major Gen- eral Com- mandant.
Provisions.....	\$1,856,690	\$4,500,000	\$4,536,670
Clothing.....	5,815,000	1,856,690	1,300,000
Fuel.....	730,000	450,000	599,400
Military stores.....	3,162,821	2,000,000	1,000,000
Transportation and recruiting.....	1,071,520	1,071,520	879,975
Repair of barracks.....	715,300	250,000	586,125
Forage.....	150,000	100,000	124,075
Commutation of quarters.....	548,000	250,000	450,000
Contingent.....	4,291,186	2,740,322	3,523,755
Total.....	18,340,717	13,218,532	13,000,000

Or a total net reduction of \$218,532 from draft No. 1.

## APPENDIX 2.

NAVY DEPARTMENT,  
OFFICE OF NAVAL OPERATIONS,  
*Washington, March 16, 1920.*

adum for Hon. Thomas S. Butler, chairman Naval Committee on  
priations.

apers being sent up last night are being returned by special mes-

gures in the hearings of Mr. Kraus have been gone over and verified  
id to be but slightly in error under the various conditions set forth.  
onnection, however, attention should be invited to the fact that com-  
for totals as a whole are, to a more or less extent, misleading. The  
eagoing corps in the Navy is, of course, the line, and any shore estab-  
s built up during the war, such as cost accounting, hospitals, increased  
s under the construction and engineering branches, boards of inspec-  
d sale of ships, tend to greatly magnify the apparent numbers of the  
shore. This is a condition which will slowly, but surely right itself as  
r winds up demobilization and gets back to the exercise of its normal  
e functions.

R. E. COONTZ,  
*Admiral, United States Navy,*  
*Chief of Naval Operations.*

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[No. 30.]

**NAVAL APPROPRIATION BILL.**

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**"Temporary Government for West Indian Islands" (Virgin Islands).**

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Tuesday, March 9, 1920.**

**Statement of HON. HORACE M. TOWNER, a Representative in Congress from the State of Iowa and Chairman of the Committee on Insular Affairs of the House of Representatives.**

The committee being in session, Hon. Thomas S. Butler, chairman, presided.

The CHAIRMAN. We will be pleased to hear what Judge Towner has to say about the Virgin Islands.

Mr. TOWNER. Gentlemen of the committee, the Secretary has asked me to say a word regarding the appropriation which is asked for in support of the Virgin Islands. You all know, of course, that we acquired these islands in 1917. They were never self-supporting under the Danish Government. It paid about \$150,000 yearly in their support. When the organic act was passed it carried with it an appropriation of \$100,000, a permanent appropriation to be expended as necessary, and the naval bill—the Navy Department having been placed in charge of the islands—has carried an annual appropriation of \$200,000 for their support.

In reality for three years there has been expended for the support of these islands in the neighborhood of about \$300,000 a year. The \$100,000 permanent appropriation being all expended, the appropriation now asked for is to carry a partial deficit and to continue the government during the fiscal year. The minimum asked for is \$343,000.

I will say, gentlemen, that this estimate was gone over very carefully with Gov. Oman and other members of the naval administration. The amount is not what they really asked for, it is the amount absolutely necessary. This is practically to continue the present government without any extension except those which are incident to the growth and development of the islands and not in any experimental degree, but only for absolute essentials, so that this amount constitutes what I think may be safely called the "irreducible minimum." The amount they really think ought to be granted is very much greater than that. This amount, together with the revenue derived from the islands, will make a total of \$583,000.

Of course, you will be anxious to know whether this condition is going to continue. Perhaps it might be of interest to you to know what the present sources of the islands are for revenue. The revenue now they derive from direct taxes is \$95,000; indirect taxes, \$100,000; sundry revenue, \$20,000; harbor receipts, \$25,000; making \$240,000. These amounts are all that can under any circumstances be made available during this coming year. It is barely possible that some of them may be increased slightly, but it is also possible that some of them may be diminished somewhat.

I think it is safe to say that that is a fair estimate of what the revenue for the next year will be.

The question of whether this condition will continue is of very much interest to us. You can well understand we didn't secure these islands for purposes of investment. They were secured because it was thought absolutely essential that the United States Government take them over, because Denmark was trying to dispose of them, and we couldn't view with complacency the disposal of them to any other nation.

Mr. PADGETT. The purchase was the line of least resistance.

Mr. TOWNER. I suppose so. My idea and the ideas of those of the committee who visited the islands—we devoted considerable attention to the matter—my idea is that within a very few years—two or three years, perhaps—these islands can be made and will be more than self-supporting. The prime difficulty is that they haven't any adequate system of taxation. That matter has been taken up, however, by the Americans and by the representatives of the Navy, and a new tax system will be presented before the colonial councils. There are two of them, one for the islands of St. John and St. Thomas and the other for the island of St. Croix. The system will be presented to those legislatures for their adoption. It is thought that the opportunity should be given to these islands themselves to increase and arrange their own system of taxation. If, however, the islands do not do this it will be necessary for the Congress of the United States to pass a law covering the proposition. I think the revenues of the Government down there are not one-half of what they ought to be. For instance, there is no tax whatever on unoccupied land. The greater portion of the islands of St. John and St. Thomas are unoccupied.

Mr. OLIVER. Are they owned by Danes?

Mr. TOWNER. The great majority of them are owned by Danes, but the English and Americans—

Mr. OLIVER (interposing). Is there anything in the treaty that would preclude taxing them.

Mr. TOWNER. Oh, no.

Mr. KELLEY. What do you mean by unoccupied land?

Mr. TOWNER. I mean land not used in any way.

Mr. OLIVER. Unimproved land?

Mr. TOWNER. Unimproved and unoccupied. Thousands of acres of it are not used at all.

Mr. HICKS. Isn't it used for grazing purposes?

Mr. TOWNER. Part of the land is so used; but great amounts of it are not used for any purpose.

Mr. HICKS. Then no revenue is derived from that land?

Mr. TOWNER. Not a cent from the unused and uncultivated land.

Mr. KELLEY. Who are the owners of that unoccupied land?

**Mr. TOWNER.** The Danes and English and Americans.

**Mr. KELLEY.** Residents or nonresidents?

**Mr. TOWNER.** A great many of them are nonresidents.

**Mr. OLIVER.** I am told there were many concessions made to foreigners immediately before we took the islands over, and that by the purchase we agreed to protect all privileges and concessions granted prior to that time, and I wonder if any tax-exemption privileges were granted?

**Mr. TOWNER.** No; those privileges you refer to are mostly banking and commercial privileges and are named in the treaty.

**Mr. KELLEY.** Is this land valuable?

**Mr. TOWNER.** I was going to speak of that; this land, some of it, has little value. In our hearings before the committee down there the owners appeared reluctant to sell it. Some of them wouldn't sell at all. We found out the value of that land run from \$10 to \$25, some \$30 and even \$40 an acre. They held that land for those figures. It is perfectly ridiculous, of course, that land held at such values should entirely escape taxation. There are other sources of taxation, and I am practically sure the revenues could be doubled as soon as the taxing system is adjusted. I think that revenues could be obtained from other sources.

**Mr. PADGETT.** The principal source of revenue prior to the war and prior to our purchase was the port, the shipping there?

**Mr. TOWNER.** Yes, sir.

**Mr. VENABLE.** Why isn't that land used or occupied?

**Mr. TOWNER.** Well, it is hard to tell. This land, nearly all of it that could be cultivated, was at one time in cultivation. The period of greatest prosperity of these islands was 100 years ago, and then following that for the next 25 or 50 years the islands were mostly devoted to sugar cultivation. They cultivated those islands even to the top of the mountains, 1,000 or 1,500 feet high. Most of that land has all gone back and is not in cultivation. The period of depression in the price of sugar that preceded the war was such that it was impossible for them to cultivate that land successfully and at a profit. Since that time—take the island of St. Thomas, for instance. The island of St. Thomas has now very little land that is under culti-

On the island of St. Croix, that island is different because very much of that land is flat, rich land. Experienced men say that there is nowhere richer land for sugar growth than is found on that island.

The first question which we have to consider down there is the question of taxation and to that the commission which recently visited the islands has given a great deal of attention.

(At this time a part of the statement was by request of Mr. Towner not reported by the stenographer.)

The present government of the islands as administered by the Navy was a special pride to us—I want to say that the committee was unanimously and enthusiastically of the belief that the administration of the islands by the Navy had been not only a marked but a splendid success in every way, and those who come before us to testify regarding the matter apprehensive that the government might be changed, were very strong in their protestations against any change in the administration of the government.

We, of course, examined into the matter very carefully, because primarily the commission was sent there to see whether or not a change should be made and a civil government instituted. A civil government could not be instituted there that would take the place of the Navy government that would not cost twice as much, in my judgment, as it at present does. The Navy is doing a splendid work there in every regard. Especially the Medical Department has accomplished wonders. Their work there has been such as to make every American proud of the American administration. Admiral Oman, the present governor, and all his administrative staff are held in the highest regard by all the people of the islands. Of course, there are some who complain of conditions, but most all understand that the present government is fair and just and desires only the good of the people. The Americanization of their laws, the establishment of an American currency system, and an adequate system of taxation ought to assist greatly to assure their prosperity.

Mr. PETERS. Surely that land should be taxed?

Mr. TOWNER. Yes, sir.

Mr. PETERS. It is an outrage for us to pay \$100,000 a year and not get any taxes at all.

Mr. KELLEY. How about the system of education, could that be improved?

Mr. TOWNER. Yes, sir. That could possibly be improved. There are some things I would like to improve. They have a system of compulsory schools, which is doing a great deal, but you must remember they had to start at the bottom, with a population 90 per cent of which is colored. They are very easily satisfied, and while they seem to be very quiet and peaceable, they are indifferent to education. They have no appreciation of it. They have a system of compulsory education, from 5 to 13 years. But they do not have the facilities that allow all children to be educated. They have no high schools in the islands. We ought to institute at least three high schools. They ought to have one at Charlotte Amalia and another at Christiansted and another at Fredericksted.

Mr. HICKS. About three years ago our Naval Committee visited the islands and, while there, testimony was given. It is somewhat hazy in my mind at this time, but as I recall, the education of the islands was largely parochial at that time, and it runs in my mind

some way that Admiral Oliver told us that in case the Government should institute the public school system and take them away from the sectarian institutions it would probably cost \$80,000 a year to run those same schools under the State or civil government. Of course, if the State did take over the running of the schools the sectarian institutions would not get the support from religious sources to run their schools and the full burden will fall on the civil authorities.

Mr. TOWNER. They have a system of public schools in which they have compulsory system from 5 to 18 years. Parochial schools are also carried on in many places. Those that attend the parochial schools do not have to attend the public schools. The parochial schools do not carry them above the grades. The parochial schools seems to be carried on with the very best spirit and purpose. No criticism could be made of them, and they are working in harmony with the public school systems. So far as we could learn there is no feeling of antagonism between the private and public schools.

The CHAIRMAN. We are under obligations to make appropriations for them. May I ask you to be present when we consider the appropriation bill in the House?

Mr. TOWNER. I will be very glad to do so.

The CHAIRMAN. And make an explanation to the House?

Mr. TOWNER. I will.

The CHAIRMAN. It will be very interesting to them as it has been to me.

Mr. BROWNING. There is a question I would like to ask you. It is said that the labor is done almost entirely by the women, is that true?

Mr. TOWNER. No, sir; that is not true.

Mr. BROWNING. Our ship was loaded with coal when we were there, entirely by women.

Mr. TOWNER. Yes, sir; I suppose that was because in the harbors vessels are loaded with coal almost exclusively by the women. I suppose that is the reason why they were thought to do all the work. The women do labor almost equally as much as men, but the men do most of the labor in the fields. The women work in the fields also.

Mr. BROWNING. I am speaking particularly of St. John. I was told that the work was done principally by the women and it was stated that if the United States took it over that would be broken up and they revolted and said that was their work and they were going to continue.

Mr. OLIVER. You look for great development in St. Croix?

Mr. TOWNER. Oh, yes.

Mr. HICKS. When we were there they told us that the per cent of venereal disease was very high: since the American occupation, you speak of splendid results obtained in medical lines; do you remember what the per cent of venereal disease is on the islands at the present time?

Mr. TOWNER. I couldn't say the exact per cent, but it has been reduced probably 50 per cent and some of the most marvelous accomplishments by the Health Department have been secured with very little money. Until we went there the mortality of children under one year of age was about 500 to the 1,000, being practically the

highest mortality known where any statistics of any kind were obtained. That has been reduced until now I don't remember what it is, but now it is the lowest of any of the West Indian Islands. The only water they have on the island for drinking purposes or household purposes is rain water, which must be caught in the cisterns and other receptacles for that purpose. Each household must have their own water cistern. If they don't have it, they have to beg it, or the Government has to furnish it. Of course that would necessarily, without precautions, bring about typhoid fever, which was a constant disease always prevalent in the islands causing a large number of deaths every year among the people. The Navy Department by systematic work in the first place, cleaned up the cisterns and made them as far as possible sanitary and free from infection, and then they brought the whole citizenship of the islands before them and inoculated them for typhoid fever, something that has never been done anywhere else in the world, where men, women, and children were all inoculated against typhoid fever. The result of that has been that there hasn't been a case of typhoid fever since that occurred. But that is only part of the story.

Mr. BROWNING. When we were there they had a peculiar disease—I think they called it elephantiasis—only two or three cases. Do you remember anything about it being referred to?

Mr. TOWNER. No, sir; I don't remember of it.

Mr. BROWNING. The foot and hands of the man there and every thing was the shape of an elephant; I think the rest of the committee saw it as well as I did.

Mr. PADGETT. It is a well-known disease, where the hands and feet get as big as horses' feet or elephants' feet.

Mr. BROWNING. I was wondering if it had been eradicated. I have never seen it anywhere else.

The CHAIRMAN. We will adjourn now.  
[Whereupon the committee adjourned.]

[No. 31.]

**NAVAL APPROPRIATION BILL.**

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**A Special Hearing Concerning  
DEFICIENCY APPROPRIATIONS  
for the Fiscal Year 1920.**

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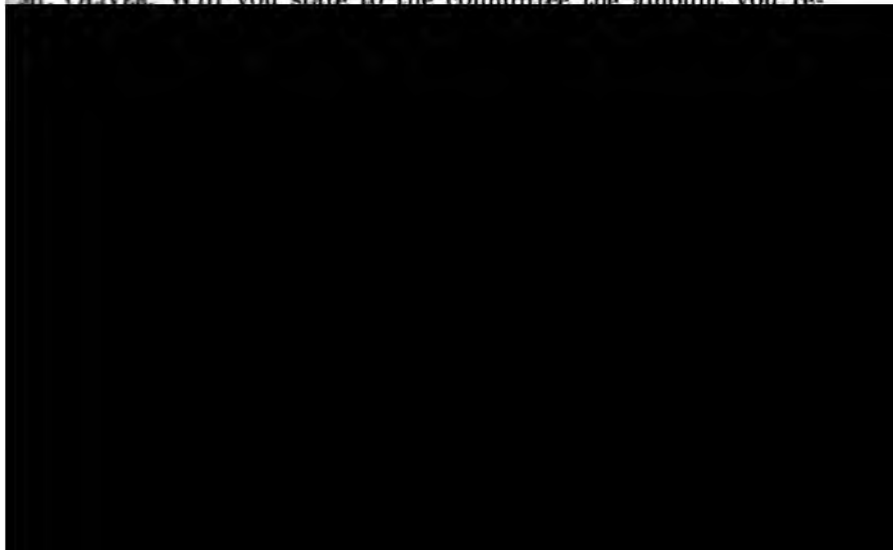
**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, February 2, 1920.**

Statements of—

**HON. FRANKLIN D. ROOSEVELT**, Assistant Secretary of the Navy;  
**REAR ADMIRAL CHARLES W. PARKS**, Chief Bureau of Yards and  
Docks;  
**REAR ADMIRAL DAVID W. TAYLOR**, Chief Bureau of Construction  
and Repair;  
**REAR ADMIRAL ROBERT S. GRIFFIN**, Chief Bureau of Steam  
Engineering; and  
**REAR ADMIRAL C. J. PEOPLES**, Assistant to the Paymaster Gen-  
eral of the Navy.

The committee being in session, Hon. Thomas S. Butler, chairman,  
residing.

Mr. CHASE. Will you state to the committee the amount you re-



apparatus and plants; and the maintenance charges for all the public utilities above mentioned.

Mr. OLIVER. How much have you now on hand for the general purposes mentioned?

Admiral PARKS. I had an appropriation of \$7,500,000 for the year, and on the basis that work would reduce during the year I allotted 55 per cent of that for the first six months and certain extras have arisen during the first six months; that left me \$2,901,827, or 38.7 per cent for the second six months.

Mr. BROWNING. Did you expend all of the money you allotted?

Admiral PARKS. I do not know how much has been expended; the only point that I can control is the allotment, and I have allotted all but about \$1,429,000 to be expended prior to the 1st of April.

The CHAIRMAN. Then, as I understand, you ask for this money not as a deficiency but because contingencies have arisen which require you to pay out more money, and the \$2,500,000 you ask is the amount we reduced your estimate, is it not?

Admiral PARKS. That is the amount by which it was reduced, from \$10,000,000 to \$7,500,000.

The CHAIRMAN. Where does your deficiency come?

Admiral PARKS. The deficiency comes in the matter of not allotting over one-twelfth of this amount for a current month, and that one-twelfth is not sufficient to pay the expenses that are considered necessary in that month.

The CHAIRMAN. As I understand, you allotted the \$7,500,000, which was allowed you in the general appropriation bill; that you make up the difference between the \$7,500,000 and \$10,000,000, and have created obligations which will require the expenditure of this money by monthly allotments?

Admiral PARKS. The expenditures are in excess of the allotments, but to just what extent they are in excess of the allotments I am not able to state. However, at Hampton Roads, where I have allotted \$180,000 for the six months, the average expenditures have been in the neighborhood of \$100,000 a month. I believe that all of the yards have been doing their best to keep within the allotments, and that out of the 90 stations to which allotments were made for the first half of the year 26 only have been able to strictly keep within the allotments.

Mr. OLIVER. Admiral, this is the proviso contained in the appropriation for "Yards and docks":

*Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, inspection, drafting, messenger, and other classified work in the navy yards and naval stations for the fiscal year ending June 30, 1920, shall not exceed \$1,500,000.

To what extent has that limitation been exceeded?

Admiral PARKS. The present obligation is \$2,060,000, and I expect, with a reasonable reduction, to have that obligation for the year \$1,900,000.

Mr. OLIVER. You mean that instead of \$2,500,000 \$1,900,000 will be sufficient?

Admiral PARKS. \$1,900,000 for the authorization, covering certain specified employees at navy yards and stations. Under a comptroller's ruling it is held that that authorization includes the authorization in the legislative bill for expenditures for technical services at the bureau, but I am asking this year that this committee shall

make it clear that they are separate affairs, and I think I will be able to show that they are, but that includes the amount of \$250,000 authorized for expenditure at the bureau for technical services.

Mr. OLIVER. So really the amount of \$1,900,000 has not yet been exceeded?

Admiral PARKS. It has not been exceeded, but it has been obligated.

Mr. OLIVER. Under what authority could you obligate it since there was an express limitation that no amount in excess of that could be paid?

Admiral PARKS. Because during the rest of the year we have sufficient time to stop work and reduce the obligation. We can not do it to advantage; we will lose more money on the contracts that are uncompleted by losing the services of the inspectors and technical people than their pay will amount to, but we can do it; we can drop them to-morrow.

Mr. OLIVER. So it is a conditional obligation?

Admiral PARKS. It is a conditional obligation.

Mr. OLIVER. And you feel it is absolutely essential, in order to carry on the work of your department, to have the additional sum asked for, \$2,500,000?

Admiral PARKS. I do.

Mr. OLIVER. \$400,000 of which would go for the purposes set out in this limitation?

Admiral PARKS. Not at all; that \$400,000 authorization is available out of any money appropriated under this act; that is the appropriation for maintenance, yards and docks, and it is not connected with the \$2,500,000 at all.

Mr. OLIVER. You are not asking \$400,000 in addition to the \$2,500,000?

Admiral PARKS. No; that is simply the authorization to expend not exceeding that amount for clerical and other classified service at navy yards and stations.

Mr. OLIVER. \$1,900,000?

Admiral PARKS. Yes, sir.

Mr. OLIVER. In other words, you are asking the Appropriations Committee to remove the limitation fixed by the regular appropriation bill?

Admiral PARKS. To increase it to \$1,900,000.

Mr. OLIVER. Is any of the money asked for as a deficit to be expended in the upkeep and maintenance of any of the training stations on a scale different from that estimated for the year 1921?

Admiral PARKS. I am not wholly sure of the scale; all I know in that respect is the amount that the Bureau of Navigation states is necessary to have furnished out of this appropriation for the balance of the year, \$873,824.32; that is due to the provision contained in the present act allowing the expenditures of training stations to be paid from maintenance after the appropriations for training stations have been depleted. That amount was stated to the bureau on the 17th of December.

Mr. OLIVER. And you find that you will not have sufficient money to meet the demands of these training stations?

Admiral PARKS. It is simply a question of what to stop. This appropriation covers 90 different places at the present time.

The CHAIRMAN. Ninety?

Admiral PARKS. Ninety; yes.

The CHAIRMAN. Shore stations?

Admiral PARKS. Yes; shore stations, inspection offices, etc.

Mr. OLIVER. How many of those 90 will be maintained during the year 1921 under your recommendation?

Admiral PARKS. I am not sure right now, but I think all of those will be.

Mr. OLIVER. All of the 90?

Admiral PARKS. I think so.

The CHAIRMAN. Ninety stations?

Admiral PARKS. Yes, sir.

Mr. OLIVER. How does that compare with the number of stations we had prior to the war?

Admiral PARKS. I am not able to give that, but this appropriation for maintenance is now making allotments for certain stations that did not receive allotments for maintenance prior to the war.

Mr. OLIVER. I did not understand that.

Admiral PARKS. There are certain inspection stations at which we now make expenditures from this appropriation that were wholly carried by other appropriations prior to the war.

Mr. OLIVER. Are any of these stations left out of the estimates you have submitted for 1921?

Admiral PARKS. I think three or four inspection districts have been consolidated, reducing the number of stations that take allotments very slightly.

Mr. OLIVER. How much did you estimate would be required for the maintenance and upkeep of these stations before the committee in July of last year?

Admiral PARKS. I think \$15,000,000 was my estimate, reduced to \$12,500,000, if training-station expenditures were not made against this appropriation, and \$10,000,000, I think, was the one actually submitted by the bureau.

Mr. OLIVER. We allowed you \$7,500,000?

Admiral PARKS. Seven million five hundred thousand dollars against an apparent expenditure of about \$22,000,000 for the previous year.

Mr. OLIVER. So you are only asking for an additional \$2,500,000, even with the additional obligation imposed of providing for the training stations with that sum?

Admiral PARKS. That is the amount I have asked, because I asked it prior to receiving this notice from the Bureau of Navigation; I should have added that \$800,000 if the notice had been received earlier.

Mr. OLIVER. Will this be amply sufficient to care for all demands?

Admiral PARKS. I do not think it will; I think everything will be under a restricted condition, even with the \$2,500,000.

Mr. OLIVER. What steps have been taken by Yards and Docks to cut down the activities of these different stations so that you can keep within the appropriation of \$7,500,000?

Admiral PARKS. We are reducing the force required to carry on contract work materially; inspectors alone, I think, have been reduced from approximately 438 to 190, and other classes of employees on similar duties. One matter which perhaps has not been wholly

clear is that the bureau never did have sufficient force under the civil employment during the extreme period of the war to take care of its work and there was a great deal of assistance secured from men in training in the camps, but all of that class of service has been done away with, of course. The service at the bureau has been reduced 22 per cent since the armistice, and the similar forces at the navy yards have not been reduced perhaps to as large an extent, but are being reduced as rapidly as conditions warrant.

Mr. OLIVER. How many men have you dismissed from your service since July, 1919?

Admiral PARKS. I have not that number in mind.

Mr. OLIVER. Immediately after this appropriation of \$7,500,000 was made you allotted \$5,000,000 of it for the first six months?

Admiral PARKS. \$4,198,000.

Mr. BROWNING. Can not Admiral Parks get that information and put it in the record; that is, information as to how many men have been discharged from the service?

Mr. OLIVER. I think so.

Admiral PARKS. Does that mean from the force in the bureau or from the classified force in the yards and stations?

Mr. OLIVER. From the force that you are required to pay in whole or in part and for which the money you are now asking will be used?

Mr. HICKS. We should have that information at once, it seems to me, and not wait to have it put in the record.

The CHAIRMAN. Why did you proceed to allot more money than the act of 1906 authorized you to allot? The amount of money had been fixed by Congress, and if everything went to the bow wows it would not have been your fault; the responsibility would have been on Congress. We appropriated \$7,500,000, and I have listened very carefully to your answers to the questions put to you by Mr. Oliver, but have not seen the necessity for your increase in these allotments because of any extraordinary emergency or unusual circumstances. The act of 1906 certainly means something, and it means that you can not make an increase unless those conditions arise.

Admiral PARKS. The unusual circumstances which I considered

you are not able to tell us now the number of stations you had prior to the war.

Admiral PARKS. I have not that in my mind right now.

The CHAIRMAN. I would like to know the amount of money you have expended on these places since 1917, and I want you to indicate where you propose to spend this \$2,500,000 and for what purpose, so that we can say to the House that you have brought yourself strictly within the terms of the limitation imposed upon you in the act of 1906.

Mr. HICKS. Is there not one question you ought to ask the Admiral, namely, What relationship is there between the \$2,500,000 asked for in the deficiency bill and the repair of our ships? I think that is one of the vital questions.

Mr. OLIVER. What relationship is there?

Mr. HICKS. I would like to have that question asked, because to me that is the essential question, the relationship between this appropriation and the repair of ships.

The CHAIRMAN. If the Secretary of the Navy can not require his chiefs of bureaus to expend the amount of money that Congress appropriates and not assume to themselves authority to exceed it. I am not going to sit here and make appropriations, and I am going to say that to the House to-morrow.

Admiral PARKS. I do not know about the other bureaus, but, of course, none of us do that kind of thing without the Secretary's authority.

The CHAIRMAN. I should think the Secretary ought to consult Congress.

Mr. PADGETT. Another thing is this: There is an allotment, and if the appropriation is not limited or the limitation is not increased, as asked in this deficiency bill, then during the remaining months they will cut the matter down so as to bring the total within the authorization of Congress during the entire 12 months.

The CHAIRMAN. He says he has already obligated this money.

Mr. PADGETT. He says conditionally, and he said that if this is not authorized, that during the remaining months of the year he will so reduce and cut down the operations that the total for the year will come within the \$7,500,000; but he is asking that he may go on, on a larger scale, because of the necessities that require larger operations than were authorized by the \$7,500,000 appropriation.

Mr. ROOSEVELT. May I inject myself for one little statement? This question was called to the attention of the committee; in fact, I called it to the attention of the chairman of the committee myself in July, just after the fiscal year began. I made the statement then that it would be absolutely impossible to limit the allotments during the early months of the year to one-twelfth, because the demobilization was not completed, and that, therefore, in the absence of further direction by Congress, under the authority of the act of 1906, the Secretary or I would allow the bureau chiefs to allot more than one-twelfth during those early months with the distinct understanding that if we did not get an additional appropriation later on from Congress that the later months of the year would have to be distinctly less than one-twelfth, so as to come within the appropriation. That matter was brought to the attention of the committee in July.

At that time the Secretary was away and I was Acting Secretary; I sent this additional estimate to the President—at that time it was \$18,000,000—and it was sent to Congress by the Secretary of the Treasury, and I spoke to you about the propriety of that coming to the Naval Affairs Committee and not to the Appropriations Committee, and you at the same time said you were going to make a fight on the floor to have that \$18,000,000 estimate referred to this committee and not to the Committee on Appropriations.

The CHAIRMAN. I remember many conversations with you, and I remember well the conversation as to how this thing originated. I may have said I intended to have the estimate referred to this committee because, in my judgment, it belonged to this committee and not to the Committee on Appropriations. But these are not deficiencies, Mr. Secretary. It is simply a request for Congress to enlarge these regular appropriations. I can not see any evidence of a deficiency.

Mr. ROOSEVELT. In my testimony before Mr. Good's committee, away back last September, I was asked the question whether this was a deficiency, and I said no.

The CHAIRMAN. I think that is true.

Mr. ROOSEVELT. That is, under a strict interpretation of the word "deficiency." But, on the other hand, under the rules of the House, there is apparently no other bill that we could get it into except the bill which happened to be called the deficiency bill.

Mr. PADGETT. There was a deficiency in the sense if they carried on the regular work to meet the demand?

Mr. ROOSEVELT. Yes; that is, a prospective deficiency, but not an actual one.

Mr. HICKS. It seems to me that all of this discussion is more or less beside the main point; at least, that is my view. What I should like is a separation of the appropriation which is now proposed to be placed in this deficiency bill between Yards and Docks and the repair of ships in Construction and Repair.

Admiral PARKS. It is rather a difficult relationship to show. The Bureau of Yards and Docks is a general utility bureau, and it is very difficult to show that if Yards and Docks does not have six trucks available for Construction and Repair to use on the repair of ship number so and so, that the repairs can not be done, but it is a fact that if the facilities are not there the work of the Bureaus of Construction and Repair and Steam Engineering can not be expeditiously performed.

Mr. HICKS. How much of this appropriation which is being asked for, \$2,500,000, do you think is essential for the repair of these ships; that is, aside from the training stations?

Admiral PARKS. That could not be anything but a guess.

Mr. HICKS. Let us guess.

Admiral PARKS. It is divided into so many different elements.

Mr. HICKS. Would it be a million dollars? I do not ask you to give us the exact dollars and cents, but somewhere along the line.

Admiral PARKS. I should think that a million dollars or a million and a half might be the upper and lower limits.

Mr. HICKS. Between a million and a million and a half would be sufficient to take care of the repair work?

Admiral PARKS. That is problematical, but I think it might.

Mr. BARTEN. That is, to go into the industrial yards?

**Admiral PARKS.** The industrial yards have taken a very much larger part of this appropriation than all the other stations together. For instance, New York took \$1,500,000 last year—that is, they had an allotment of \$1,500,000—while New Orleans had \$211,000.

**The CHAIRMAN.** You ought to be able to tell us how they propose to spend the money?

**Admiral PARKS.** I do not like to undertake to tell you how they will spend it, because there will be probably two or three thousand job orders, and probably more. If I undertook to state every one of those things it would only be a guess at this time.

**The CHAIRMAN.** You can tell us where the money is to be allotted even though we do not know how the money will be expended?

**Mr. BRITTEN.** Can you tell the committee approximately how much of this \$2,500,000 you contemplate allotting to the training stations alone?

**Admiral PARKS.** I thought that I might possibly give them \$500,000 for the \$837,000 that they need. I do not believe that I can give the \$837,000, but possibly \$500,000 might be available.

**Mr. OLIVER.** What other demand will you have to cut? You have expended so much of the \$7,500,000 and, in addition to that, you have obligated a certain amount so that you have about exhausted the \$7,500,000. Is that correct?

**Admiral PARKS.** Very near it.

**Mr. OLIVER.** You need \$2,500,000 for carrying on the work that you have already taken a part of the existing appropriation for?

**Admiral PARKS.** I do.

**Mr. OLIVER.** Can you estimate how much will be required for the maintenance of the training stations and how much will be required during the next six months for work in connection with the repair of ships; could you estimate that?

**Admiral PARKS.** I have just said possibly \$500,000 for the training stations, but I have in mind that I am going to urge them to make that as small as they possibly can, because the Hampton Roads base expenditures have got to be covered; they have exhausted the allotment and they have to be covered.

**Mr. OLIVER.** They have exhausted the allotment?

**Admiral PARKS.** Yes, sir. It will probably take \$700,000 or \$800,000 to cover them.

**The CHAIRMAN.** To cover what?

**Admiral PARKS.** The Hampton Roads operating base, their expenditures in excess of their allotments.

**The CHAIRMAN.** How did they get authority to make expenditures beyond the allotments, Admiral?

**Admiral PARKS.** I have only heard remarks made; I have never seen anything that showed any authority to exceed their allotments.

**The CHAIRMAN.** And they have gone on?

**Admiral PARKS.** There was some conversation at Hampton Roads at the time the Pacific Fleet sailed from there that seemed to convey the impression that the necessary expenditures should be made whether the allotments were sufficient or not, but I have nothing that I could find that is definite on that point.

**Mr. BRITTEN.** Does the fact that operations at Hampton Roads have been materially curtailed because of the shortage of the water

supply justify the impression that \$100,000 a month will not be necessary down there for the next six months?

**Admiral PARKS.** I think they will materially reduce it. We are getting by the cold weather season when their expenditures are high. I think that the number of people employed for the maintenance of the base can be materially reduced. It has been materially reduced from about eleven hundred to eight hundred and odd, but I believe it can be reduced still more.

**Mr. BRITTEN.** That would bring the amount of \$100,000 a month down considerably?

**Admiral PARKS.** I think it can come down quite a lot.

**Mr. BRITTEN.** As I understand it, you have 38.7 per cent of the \$7,500,000 to spend for the second six months of the present fiscal year?

**Admiral PARKS.** If I knew all of the expenditures, but I am not sure that I know all of the expenditures. The reports may not have gotten up to date. For instance, there may be stubs for material that have not been priced and reported yet, due to the delay in getting prices.

**The CHAIRMAN.** Who is responsible for the obligations incurred down there over and beyond the allotments?

**Admiral PARKS.** The commandant of the station, I believe, is the one who has charge of everything.

**The CHAIRMAN.** I understand that there are obligations down there of \$700,000 or \$800,000 which have been incurred beyond the allotments for which it will be necessary to have money?

**Admiral PARKS.** By the end of the year at the present rate.

**Mr. PADGETT.** Admiral Fechteler said that he was running beyond and was asking a deficiency of several hundred thousand dollars.

What other stations besides Hampton Roads are running over?

**Mr. BRITTEN.** And approximately how much?

**Admiral PARKS.** I have a list prepared, but I did not bring it up to the hearing, showing the amount that each one has overrun.

**Mr. BRITTEN.** At each of these stations?

**Admiral PARKS.** Yes, sir.

**Mr. PADGETT.** Could you get that up to the committee room early in the morning?

**Admiral PARKS.** Yes, sir.

**Mr. HICKS.** There is an effort being made by Mr. Tinkham, of Massachusetts, to insert in the urged deficiency bill a large amount for supplies and accounts in addition to what the committee has placed in the bill. What I would like to ask you is this, just the need of that large amount at the present time? We are told that it is largely for the repair of ships.

**Admiral PARKS.** Yes, sir.

**Mr. HICKS.** What is the amount requested?

**Admiral PEOPLES.** The amount is \$1,050,000. The direct relationship of that money to the \$9,000,000 asked for under the other bureaus is simply this: Maintenance, supplies and accounts, is a service utility appropriation in that it maintains the supply departments, the accounting departments, and the disbursing departments at the industrial navy yards and stations. Every increase of money under any of the other bureaus' appropriations which causes an increase in the number of men is reflected in maintenance, supplies and ac-

counts, so that if the money is authorized under the other appropriations, there should be an increase under this appropriation.

Mr. HICKS. In other words, if the other appropriations are not granted, the amount asked for in supplies and account would not be necessary?

Admiral PEOPLES. No, sir.

Mr. HICKS. That amount, Admiral, is made up of what? Of course, you do not pay the mechanics that are employed on these ships, as I understand it?

Admiral PEOPLES. No, sir. We pay them the money, but the funds are charged up to the current appropriations of the other bureaus.

Mr. HICKS. You have to take the ashes out of the ship before the boilers can be fixed up, move materials, etc.

Admiral PEOPLES. There is miscellaneous equipment of various kinds and in addition the packing materials in the navy yards and shipping the materials back and forth from one yard to another. Of this \$1,050,000 there is \$207,000 for materials and supplies and \$842,440 for labor, including clerical and inspection forces.

Mr. HICKS. For the repair of the ships?

Admiral PEOPLES. Incidentally in connection with the increased appropriations if granted under the other items.

Mr. BRITTEN. What kind of materials?

Admiral PEOPLES. Packing materials, for example, in shipping materials and supplies back and forth from one navy yard to another. Every thousand mechanics requires so much increased quantity of material to keep them busy.

Mr. HICKS. You have gone over this matter?

Admiral PEOPLES. Yes, sir.

Mr. HICKS. And you are convinced that with the program for the repair of these ships as outlined by the other bureaus that \$1,050,000 is absolutely essential to carry your end of the load in case Congress approves Mr. Tinkham's amendments?

Admiral PEOPLES. Yes, sir.

Mr. HICKS. And there is no possible way of cutting it down?

Admiral PEOPLES. No, sir.

Mr. HICKS. If we should cut down the number of ships that we thought should be repaired, that would automatically cut down this estimate very materially?

Admiral PEOPLES. Exactly.

The CHAIRMAN. How are you going to spend that money? You have given us a lump sum of \$1,050,000. That seems a whole lot of money to me.

Admiral PEOPLES. Yes, sir. That is about the approximate proportion that the total maintenance supplies and accounts appropriation bears to the current appropriation under "Ordnance and ordnance stores," engineering, and construction and repair of vessels. It is labor at the navy yards and the handling of the stores and materials that will be received and issued and shipped from point to point. We will be required to employ an additional force, which will be paid out of the \$9,000,000. It is a laboring force, a clerical force, and an inspection force employed in the supply departments, the accounting departments, and the disbursing departments.

Mr. PADGETT. You have this material in storehouses?

**Admiral PROCTOR.** Yes, sir.

**Mr. PADGETT.** And when you want to use that material to do work you have to have laborers to take it out and put it on the train?

**Admiral PROCTOR.** Yes, sir.

**Mr. PADGETT.** And when it gets there you have to have some one to receive it and turn it over to the proper authorities?

**Admiral PROCTOR.** Yes, sir.

**Mr. HICKS.** You have to buy all of these things; you buy the boiler plates?

**Admiral PROCTOR.** Yes, sir; the structural steel and the tubes, everything in the way of material supplied for the Navy.

**Mr. HICKS.** That is all purchased through one agency?

**Admiral GRIFFIN.** He is the purchasing agent.

**Mr. HICKS.** And there is a transfer of the appropriations?

**Admiral PROCTOR.** Yes, sir.

**Mr. HICKS.** It does not come out of your appropriation?

**Admiral PROCTOR.** No, sir. That represents the labor in handling the material. The purchases are made by Supplies and Accounts.

**Mr. BRITTON.** This amount of \$1,050,000 is merely an approximate proportion of the amount of the money used by the various bureaus?

**Admiral PROCTOR.** As closely as we can possibly estimate it.

**Mr. BRITTON.** It is an approximate proportion of the amount?

**Admiral PROCTOR.** Yes, sir.

**Mr. BRITTON.** If other bureaus are cut 50 per cent, then we can cut this 50 per cent, and if they are cut 75 per cent, then this can be cut 75 per cent—it is an approximate proportion of the amount?

**Admiral PROCTOR.** Yes, sir.

**Mr. HICKS.** If Construction and Repair or Steam Engineering or Yards and Dock's total is cut 50 per cent, then your estimate can be cut 50 per cent?

**Admiral PROCTOR.** Yes, sir; the whole is consolidated and it is either an increase or decrease as the case may be.

**Mr. HICKS.** That is figured on some percentage, I presume, that you have found in the past covered the expenditures of your bureau?

**Admiral PROCTOR.** As closely as we can estimate; yes, sir.

**Mr. VENABLE.** In making up that account you do not consider the proposed specific activities in the other departments for the current year, but, you base it on the more or less arbitrary proportion which your experience in the past has shown to be proper? In other words, in making this estimate you have not taken the proposed specific activities of the various bureau and computed in detail what you think will be necessary to handle the material, but you adjust it on a percentage?

**Admiral PROCTOR.** An approximate percentage.

**Mr. VENABLE.** What is that percentage?

**Admiral PROCTOR.** We know that if certain appropriations are made to maintain the bureaus in the Navy Department that there is a certain proportion which must be appropriated for the maintenance of the supply departments, for the accounting departments, and for the disbursing departments. One is reflected in the other.

**Mr. BRITTON.** About 12½ per cent?

**Admiral PROCTOR.** Yes, sir.

**Mr. VENABLE.** I was getting at your method of computation. In other words, you might have a certain line of activity in the Navy

that would require an increase to take care of this item over what you would have if you had a different line of activity. In other words, if you were building a large number of capital ships you would possibly require a great deal more money and in a different ratio or proportion than if you were repairing them?

Admiral PEOPLES. That depends upon where the money is spent and the objects for which appropriated.

Mr. VENABLE. You do not take the specific activities of the other bureaus for the current year and make your computation on a specific activity, but you take in computing the amount of the item for which you make a request simply a certain percentage which experience in your work has shown you to be about correct?

Admiral PEOPLES. Yes, sir.

Mr. VENABLE. And that is about 12.5 per cent?

Admiral PEOPLES. Yes, sir.

Mr. KRAUS. Suppose the appropriation was made for the other three different bureaus, have you any surplus funds by which you could take care of this item of \$1,050,000 without an additional specific appropriation?

Admiral PEOPLES. No, sir.

Mr. KRAUS. You are quite confident of that?

Admiral PEOPLES. Yes, sir; absolutely.

Mr. PADGETT. We did not give you any surplus in the last year?

Admiral PEOPLES. No, sir. On that particular point, I did not quite understand Mr. Kraus, if there was a surplus, say, under "Pay of the Navy."

Mr. KRAUS. No; an appropriation for a similar purpose?

Admiral PEOPLES. No, sir; there was not.

The CHAIRMAN. Admiral Parks, Congress in this appropriation of \$7,500,000 for this general item enabled you to allot \$622,222 per month and you added to that for each month enough to make \$2,500,000. If Congress does not make this appropriation then you will have to close up some of these establishments at the end of the fiscal year?

Mr. PADGETT. Before that.

Admiral PARKS. We will have to close them up probably in February.

The CHAIRMAN. Why did you not keep them all running along on the \$622,222, as Congress authorized you to do? In other words, as I understand it, while Congress fixed this appropriation at \$7,500,000, you concluded that it ought to be more.

Mr. PADGETT. The demobilization activities required a larger expenditure during the first part of the year.

The CHAIRMAN. I understand; we had all that before us.

Mr. PADGETT. It was necessary to spend the larger part the first half of the year.

The CHAIRMAN. Yes. The Chief of the Bureau of Yards and Docks, with the authority of the Secretary of the Navy, I suppose, raised the figure which Congress had appropriated, so that some of the public work at the end of this fiscal year or from now on will have to be abandoned unless we raise the figure.

Admiral PARKS. I allotted 55 per cent for the first six months, with the intention of having 45 per cent available for the second six months.

**Mr. BRITTEN.** In the meantime, of course, you could not foresee that at these various yards and stations the commandants or commanding officers were going to obligate in excess of the allotment which you applied to their particular yards and stations, and that brings about not only a deficiency, as far as the 45 per cent is concerned, for the second six months of the fiscal year, but brings about an existing deficiency, which, of course, was in a measure beyond your control?

**Admiral PARKS.** I could not assume that a commandant was going to expend money in excess of his allotment.

**The CHAIRMAN.** There is no use limiting the appropriation if we are going to turn it all over. Congress may as well remove the limitation.

**Mr. BRITTEN.** I think it was a reasonable calculation for the Bureau of Yards and Docks to assume that 55 per cent, approximately, should be spent in the first six months, and that 45 per cent would certainly carry the department through the succeeding six months. It now appears that these various obligations have been incurred by the commandants scattered over the United States. They at least should have been reported to the department. It may be that the commandants' reports did not reach the department. Did they, Mr. Secretary?

**Mr. ROOSEVELT.** The commandants report to the respective bureaus.

**The CHAIRMAN.** Did you know last June, when we made up the naval appropriation bill, that there had been an overexpenditure at Norfolk?

**Admiral PARKS.** Last June—no; this began in July.

**The CHAIRMAN.** That had not been anticipated down there and therefore you could not have had it in your mind?

**Mr. PADGETT.** This is for the current year.

**The CHAIRMAN.** I understand, but they set out to get this appropriation, to get the \$37,000,000 which finally dwindled down to \$9,000,000.

**Admiral PARKS.** Mr. Chairman, I allotted \$1,327,000 during the last fiscal year for Hampton Roads. This year I undertook to allot \$360,000. I allotted \$180,000 for the first six months. That was too big a cut; they could not meet it.

**Mr. BRITTEN.** When were you first informed about this over-obligation or the excess expenditure at Hampton Roads?

**Admiral PARKS.** I think about the latter part of September.

**Mr. OLIVER.** Admiral, let us know to-morrow morning at what places they have exceeded the allotments, and how much.

**Admiral PARKS.** I have some of them about completed. I think I can give you every item of the expenditure at Philadelphia.

**Mr. OLIVER.** Have they exceeded the allotment?

**Admiral PARKS.** Yes, sir.

**Mr. OLIVER.** To what extent?

**Admiral PARKS.** I think somewhere in the neighborhood of \$100,000.

**Mr. OLIVER.** Can you furnish us with a statement of that to-morrow morning?

**Admiral PARKS.** Yes, sir.

The CHAIRMAN. That is water that has gone by the mill, and there is no use in crying over spilled milk. If we assist you in that difficulty, will you promise—

Admiral PARKS (interposing). I will promise not to overalloc a single appropriation.

The CHAIRMAN. You discussed that condition down there at Norfolk and at other places, and, of course, that money has got to be paid. If you could satisfy me that that sort of thing would never occur again, I would feel very much obliged.

Mr. OLIVER. Admiral Taylor, we would like to know the number of ships you now have at navy yards undergoing repairs, and the number that you contemplate you will have at the navy yards for the remainder of this fiscal year under repair. You have now 57,000 men in the mechanical forces of the Navy?

Admiral TAYLOR. Yes, sir; at certain yards.

Mr. OLIVER. Before we entered the war you had 22,847?

Admiral TAYLOR. Yes, sir.

Mr. OLIVER. I wish you would make clear to the committee what proportion of that 57,000 are now engaged on repair work, and, approximately, what proportion of your force prior to the war was engaged on repair work.

Admiral TAYLOR. I am having that looked up to-day for 1916.

Mr. OLIVER. You can also tell us what proportion of the 57,000 men are engaged on repair work and what proportion on construction work. What we want to know is the number of ships and the character of ships you are now doing work on, and the number you contemplate adding thereto during the remainder of the fiscal year.

Mr. HICKS. There is one other thing I would like to know, Admiral, and that is how many of the capital ships you propose to place your new fire control and new bridges on. Also let us know whether that is urgent at the present time, or whether it is something that could be deferred until a later date without extra expense to the Navy Department.

(Thereupon the committee adjourned until to-morrow, Tuesday February 3, 1920, at 10.30 o'clock a. m.)

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Tuesday, February 3, 1920.

The committee met at 10.30 o'clock a. m., pursuant to adjournment Hon. Thomas S. Butler, chairman, presiding.

**Statements of REAR ADMIRAL CHARLES W. PARKS, Chief Bureau of Yards and Docks; REAR ADMIRAL DAVID W. TAYLOR, Chief Bureau of Construction and Repair; and REAR ADMIRAL ROBERT S. GRIFFIN, Chief Bureau of Steam Engineering—Continued.**

Mr. PADGETT. Admiral Parks, the appropriation asked for as a deficiency is \$9,300,000. I would like to know how much of that is to go to the Bureau of Construction and Repair, how much to the Bureau of Steam Engineering, how much to the Bureau of Yards and Docks, how much to the Bureau of Supplies and Accounts.

**Admiral PARKS.** The only item I have looked at is the one for Yards and Docks, and that is \$2,500,000.

**Mr. PADGETT.** Admiral Griffin, can you tell us how much of it is for the Bureau of Steam Engineering?

**Admiral GRIFFIN.** \$2,500,000.

**Mr. PADGETT.** Admiral Taylor, how much of it is for the Bureau of Construction and Repair?

**Admiral TAYLOR.** \$3,250,000.

**Mr. PADGETT.** The Bureau of Supplies and Accounts stated yesterday that their part was \$1,050,000. That makes up the \$9,300,000, and that is the amount that is asked for.

**Mr. HICKS.** The Secretary of the Navy asked for more than that. He asked for \$10,300,000, but all of that amount has not been asked for by Mr. Tinkham in his amendments. The amount asked by the Secretary included, also, general expenses, public works, etc., making up the difference.

**Mr. PADGETT.** Mr. Tinkham asked \$9,300,000 in his amendment.

**Mr. HICKS.** Yes; but the Secretary asked for \$10,300,000.

**Mr. PADGETT.** I wanted to get this amount analyzed, so as to have before me definitely a statement showing how it was to be distributed among the different bureaus. Now then, Admiral Parks, you can go ahead with your part of it.

**The CHAIRMAN.** I would like to continue the examination of what is known as the operating base.

**Mr. OLIVER.** Had you not better finish answering the questions that were asked just before you left yesterday, Admiral, as to what yards have expended more than was allotted to them? The admiral said he would supply that information.

**The CHAIRMAN.** Yes; covering the yards where they have exceeded the allotments.

**Admiral PARKS.** At Boston the allotment was \$25,000 and the average monthly expenditures were \$26,686.

**Mr. KELLEY.** That is for maintenance of yards and docks.

**Admiral PARKS.** Yes, sir. At Charleston the allotment was \$17,629, and \$19,008 was expended.

**Mr. HICKS.** Is that Charleston, S. C.?

**Admiral PARKS.** Yes, sir. I am giving the monthly averages. At Mare Island the allotment was \$53,571, and the expenditure was \$51,764; at New York the allotment was \$78,324, and the expenditure was \$78,417; at Norfolk the allotment was \$75,095, and the expenditure was \$75,478; at Philadelphia the allotment was \$75,007, and the expenditure was \$60,986; at Portsmouth the allotment was \$15,000, and the expenditure was \$14,792; at Puget Sound the allotment was \$50,000, and the expenditure was \$37,781; at Washington the allotment was \$30,578, and the expenditure was \$32,031; at Cavite the allotment was \$7,716, and the expenditure was \$6,226; at Guam the allotment was \$4,000, and the expenditure was \$4,735; at Guantanamo the allotment was \$6,000, and the expenditure was \$5,396; at Pearl Harbor the allotment was \$17,251, and the expenditure was \$18,212; at Key West the allotment was \$8,240, and the expenditure was \$8,340; at Newport the allotment was \$14,056, and the expenditure was \$13,176; at New Orleans the allotment was \$10,000, and the expenditure was \$10,162; at Tutuila the allotment was \$4,500, and the expenditure was \$4,743; at Hampton Roads the allotment was

\$30,000, and the expenditure was \$88,321. In giving these amounts I have been omitting the cents.

Mr. OLIVER. The statement I have here shows \$106,369 as the expenditure per month at Hampton Roads.

Admiral PARKS. That was last year.

Mr. OLIVER. This expenditure is now \$88,321.

Admiral PARKS. They cut down from the rate of expenditure last year.

At Annapolis the allotment was \$3,000 and the expenditure was \$2,318; at the Great Lakes the allotment was \$29,817 and the expenditure was \$22,231; at San Francisco Training Station the allotment was \$1,000 and \$1,000 was expended; for the first naval district the allotment was \$11,966 and the expenditure was \$8,813; for the third naval district the allotment was \$31,759 and the expenditure was \$10,216.

Mr. OLIVER. I think you could put that statement in the record and give us a statement covering the stations which expended amounts exceeding the allotments.

Admiral PARKS. I can put the whole of this in the record.

(The statement referred to is as follows:)

Activity.	Expended, 1919.	Rate per month.	Average monthly allotments, first and second quarters, 1920.	Average monthly allotments, third quarter.	Average monthly for fourth quarter.	Average monthly and fourth quarters.	Average monthly expendi- tures, 1920.
	\$378,024.54	\$48,168.71	\$25,000.00	\$18,750.00	\$18,750.00	\$29,343.34	\$29,698.19
	532,120.00	46,010.00	37,699.16	13,333.34	13,333.34	20,115.00	19,093.83
	756,174.81	63,039.56	53,571.47	39,000.00	39,000.00	46,000.00	41,764.47
	1,586,346.89	132,362.24	78,324.58	60,000.00	60,000.00	84,933.34	78,417.57
	1,108,976.82	92,414.68	75,095.00	56,666.67	56,666.67	60,000.00	56,488.47
	1,424,378.45	118,698.20	73,007.34	46,666.67	46,666.67	83,333.34	76,988.50
	1,414,053.89	118,698.20	15,000.00	11,666.67	11,666.67	20,000.00	14,792.34
	534,867.79	34,837.31	50,000.00	28,333.34	28,333.34	33,540.00	37,781.08
	454,832.59	37,896.05	30,578.22	23,333.34	23,333.34	33,500.00	37,051.41
	167,767.72	13,940.64	7,716.66	4,666.67	4,666.67	.....	6,728.89
	56,570.59	4,714.21	4,000.00	3,666.67	3,666.67	.....	4,735.56
	65,478.48	5,456.34	6,000.00	4,063.34	4,063.34	6,000.00	5,396.19
	334,694.18	19,541.18	17,261.81	14,000.00	14,000.00	18,261.66	18,212.41
	112,595.14	9,466.58	8,240.50	6,666.67	6,666.67	9,233.32	9,340.69
	211,781.09	17,648.42	14,066.73	10,000.00	10,000.00	14,833.34	13,176.61
	194,457.05	16,504.75	10,000.00	7,666.67	7,666.67	12,000.00	10,162.19
	46,290.00	2,066.45	4,500.00	3,666.67	3,666.67	.....	4,742.25
	1,217,697.96	101,474.83	30,000.00	22,500.00	22,500.00	100,000.00	88,331.22
	41,307.71	3,442.30	3,000.00	1,750.00	1,750.00	3,683.33	2,318.79
	1,046,845.31	87,237.10	29,817.06	17,666.67	17,666.67	101,666.67	22,281.32
	.....	( <sup>1</sup> )	.....	.....	.....	.....	.....
	26,273.97	2,189.49	1,000.00	750.00	750.00	3,085.42	1,000.00
	224,569.21	18,714.10	11,966.67	6,666.67	6,666.67	10,000.00	8,812.98
	466,965.83	38,912.98	31,778.35	9,333.34	9,333.34	10,000.00	10,216.28
	186,675.00	15,556.25	5,166.67	3,333.34	3,333.34	5,000.00	4,273.91
	23,714.39	1,976.19	1,000.00	750.00	750.00	3,000.00	2,145.06
	14,968.97	( <sup>1</sup> )	.....	.....	.....	.....	.....
	29,111.44	2,426.95	1,000.00	366.67	366.67	.....	481.80
	66,700.00	5,725.00	2,686.54	1,250.00	1,250.00	2,667.13	908.24
	71,000.00	5,916.66	1,110.60	1,833.34	1,833.34	2,000.00	2,560.00
	129,500.00	1,791.66	1,118.25	5,333.33	5,333.33	7,063.33	4,119.38
	10,300.00	( <sup>1</sup> )	.....	.....	.....	.....	.....

\* No allotments.

\* See naval station.

\* Probable.

Statement of allotments and expenditures, appropriation "Maintenance, Bureau of Yards and Docks, 1920"—Continued.

Place.	Activity.	Expended, 1919.	Rate per month.	Average monthly allotments, first and second quarters, 1920.	Average monthly allotments, third quarter.	Available monthly for fourth quarter.	Average monthly estimates for third and fourth quarters.	Average monthly expendi- tures, 1920.
36. Fifteenth naval district.....	Superintending construction.....	\$64,778.08	\$5,398.00	\$833.34	\$600.00	\$600.00	\$2,500.00	\$541.05
37. Akron.....	Air station.....	2,078.58	81.55	185.00	133.34	133.34	175.00	167.94
38. Akron.....	Torpedo station.....	2,504.00	208.33	166.67	1,000.00	1,000.00	1,000.00	1,248.30
39. Alexandria.....	Air station.....	8,324.08	706.18	1,322.33	200.00	200.00	200.00	266.53
40. Annapolis.....	Inspector station.....	4,684.00	390.33	54.16	50.00	50.00	50.00	65.00
41. Baltimore.....	Inspector engine.....	1,591.75	122.64	110.00	58.34	58.34	67.37	71.90
42. Baltimore.....	N. O. T. S.	659.71	54.97	100.45	16.67	16.67	25.00	16.17
43. Bridgeport.....	Inspector.....	119.00	9.99	25.00	16.67	16.67	25.00	16.17
44. Brunswick.....	Air station.....	2,000.00	166.67	191.66	66.67	66.67	66.67	84.08
45. Buffalo.....	Inspector, engine (A).....	2,535.81	211.31	75.00	41.67	41.67	66.65	48.62
46. Buffalo.....	Inspector, engine.....	2,698.87	42.40	133.34	58.34	58.34	125.00	73.64
47. Cape May.....	Air station.....	33,732.86	2,811.07	33.34	25.00	25.00	75.00	33.34
48. Chatham.....	Air station.....	12,964.82	1,079.74	34.30	25.00	25.00	75.00	33.34
49. Chicago.....	Superintending constructor.....	412.69	34.30	75.00	16.67	16.67	75.00	16.28
50. Cincinnati.....	Inspector.....	307.75	25.64	25.00	16.67	16.67	75.00	16.28
51. Cleveland.....	do.....	226.26	18.95	25.00	16.67	16.67	75.00	16.28
52. Coco Solo.....	Submarine base.....	(1)	57.83	2,608.33	1,483.34	1,483.34	2,825.00	58.06
53. Detroit.....	Inspector.....	693.97	57.83	65.00	30.00	30.00	50.00	58.06
54. South Brooklyn.....	Fleet supply base.....	176,980.68	14,748.39	20,000.00	15,166.67	15,166.67	22,500.00	20,163.74
55. Galveston.....	Air station.....	150.00	27.97	224.32	100.00	100.00	75.00	124.52
56. Garden City.....	do.....	335.66	27.97	125.00	41.67	41.67	50.00	48.92
57. Gloucester.....	Aircraft storehouse.....	59.43	4.95	50.00	66.67	66.67	50.00	90.75
58. Hampton Roads.....	Air station.....	45,015.97	3,751.33	3,000.00	2,250.00	2,250.00	5,692.19	5,692.19
59. Indianhead.....	Proving ground.....	82,789.78	6,899.10	16.67	41.67	41.67	50.00	46.44
60. Key West.....	Air station.....	18,256.42	1,521.36	50.00	41.67	41.67	50.00	46.44
61. Milwaukee.....	Inspector.....	361.04	30.08	16.67	41.67	41.67	50.00	46.44
62. Montauk.....	Air station.....	11,669.11	939.08	16.67	41.67	41.67	50.00	46.44
63. Middle.....	Inspector.....	1,023.45	135.28	50.00	41.67	41.67	55.66	56.82
64. Morehead City.....	Air station.....	12,892.10	219.91	8.33	100.00	100.00	192.00	123.82
65. Munhall.....	Inspector.....	2,638.65	219.91	10,166.67	5,166.67	5,166.67	7,500.00	6,848.43
66. New London.....	Submarine base.....	221,673.05	19,306.13	10,166.67	5,166.67	5,166.67	7,500.00	6,848.43



Mr. STEPHENS. Those that did not exceed the allotments, below the allotments, might overbalance those that exceeded the allotments.

Mr. DARROW. Mr. Chairman, might we not have the total?

Mr. OLIVER. What was the total allotment?

Admiral PARKS. The total average monthly allotment was \$1,048.70, and the average monthly expenditure was \$779,078.30.

Mr. PADGETT. In round numbers, you expended \$75,000 per month more than the allotments, taking the total for all the yard stations?

Admiral PARKS. That is practically it.

The CHAIRMAN. Mr. Oliver asked you for a list of the stations where they exceeded the allotments.

Admiral PARKS. Boston, Charleston, New York, Norfolk, Hampton Roads, the fifth naval district, which includes the neighborhood of Norfolk, the seventh naval district—

Mr. OLIVER (interposing). Where is the seventh naval district?

Admiral PARKS. At Key West. The ninth, tenth, and eleventh naval stations, on the Great Lakes, overexpended their allotments; also the twelfth district, the Anacostia air station, the Annapolis experiment station, the Buffalo inspector of engineering, the May air station, the South Brooklyn fleet supply base, Hampton Roads air station, Indianhead proving ground, Key West air station, Rochester inspector of ordnance, the San Diego coal depot, the Key inspector of ordnance, and South Bethlehem inspector of ordnance.

Mr. OLIVER. Have you finished with that statement?

Admiral PARKS. That is the total list of stations that overexpended the allotments.

Mr. OLIVER. How do you account for the large excess at Hampton Roads?

Admiral PARKS. Partly by the fact that they expended \$1,000,000 approximately, last year, and I cut the allotments to too small an amount. I started on the basis of \$30,000 per month as against an average expenditure of \$101,000 per month in the previous year. The base apparently has been unable to get down to \$30,000 per month; they have averaged \$88,000 per month.

Mr. OLIVER. How much reduction is that from last year?

Admiral PARKS. \$13,000.

Mr. KELLEY. What were the excess expenditures over your estimates?

Admiral PARKS. I did not have anything to base good estimates on.

Mr. KELLEY. Where did you make the poorest guess; in what items?

Admiral PARKS. I believe there was a large amount of work that was being done by civilians that under ordinary conditions could have been done by civilians; receiving ships and training camps would not be done by civilians, and I rather hoped that some of that work would be taken over there as it has been in other places.

Mr. KELLEY. You cut the item of labor?

Admiral PARKS. Mostly.

Mr. OLIVER. What reason did they give for not using more civilian help?

**Admiral PARKS.** I have not received any statement from them relative to that, but it is common knowledge that we have been short of enlisted personnel, and it is rather unreasonable to use this short personnel for anything but direct training.

**Mr. OLIVER.** The excess expenditure, then, at Hampton Roads, largely accounts for this item in your deficiency?

**Admiral PARKS.** It does to a large extent.

**Mr. OLIVER.** What is the sum total of this character of expenditures, or overcharges?

**Admiral PARKS.** We have an estimate of \$745,000 as necessary to cover that for the year, and \$32,000 for the receiving ships, which are combined and made into an item of \$777,000 for the whole thing.

**Mr. OLIVER.** So that the Hampton Roads item will probably make up \$600,000 of that amount?

**Admiral PARKS.** It is \$777,000.

**Mr. OLIVER.** And the excess at Hampton Roads will account for about \$600,000 of that amount?

**Admiral PARKS.** I think it accounts for \$745,000 of the amount, leaving out the receiving ships, and that is \$32,000.

**Mr. OLIVER.** Now, then, the difference between \$2,500,000 and this \$745,000 represents what you will need to aid the Bureau of Steam Engineering and the Bureau of Construction and Repair?

**Admiral PARKS.** That is to cover the cost of public utilities needed in connection with their work.

**Mr. OLIVER.** In other words, if they were not granted an increase you would not need this deficiency?

**Admiral PARKS.** I need some of it anyway, whether they get additional money or not, as shown by this overexpenditure. That is based on the current work. There is another item in this \$2,500,000 that is not directly connected with ship repairs. We have sent a part of the fleet to the Pacific coast and we are short of personnel. The result is that it is necessary to moor certain classes of ships with reduced crews, and I need \$71,000 to reimburse one of the appropriations under Construction and Repair for material that had to be borrowed for mooring purposes.

**Mr. OLIVER.** You stated to the committee yesterday, in answer to a question by Mr. Hicks, that the amount you were asking for as a deficiency to help the Bureau of Construction and Repair and the Bureau of Steam Engineering was approximately \$1,500,000. That is approximately correct, is it not?

**Admiral PARKS.** Substantially. I have tabulated the stations and the amount I would expect to allot.

**Mr. OLIVER.** In other words, your request for a deficiency is reflected automatically in the increases asked for by the other two bureaus.

**Admiral PARKS.** A part of it is.

**Mr. OLIVER.** To the extent of \$1,500,000.

**Admiral PARKS.** Approximately that.

**Mr. PADGETT.** What is the other \$1,000,000 for?

**Mr. OLIVER.** He has set out the stations.

**Mr. HICKS.** As I understand your question, Mr. Oliver, you feel that \$1,500,000 of the amount asked for is to take care of construction work in the repair of ships.

Mr. OLIVER. Just as Admiral Peoples explained yesterday, if the demands of the other bureaus are met then he will need \$1,050,000 in order to carry on his part of the work.

Mr. HICKS. In other words, \$1,500,000 for Yards and Docks is contingent upon Congress granting the amounts asked by Admirals Griffin and Taylor?

Admiral PARKS. Approximately \$1,500,000.

Mr. OLIVER. Admiral, on what date did the deficiency bill pass last fall?

Admiral PARKS. September 11 is the date I have in mind, but I am not sure.

Mr. OLIVER. Was the action of the lower House in granting you the deficiency looked upon by your department as justifying these excess expenditures and did you on the faith of that continue them or not?

Admiral PARKS. I did not modify the allotments during the process of that item in the bill; I awaited the final conclusion.

The CHAIRMAN. Admiral Parks, was there any hang-over, or obligations in excess of those authorized by you, last year down at Hampton Roads?

Admiral PARKS. I allotted \$1,327,394.27.

The CHAIRMAN. Last year?

Admiral PARKS. Yes, sir; last year.

The CHAIRMAN. What did they expend?

Admiral PARKS. The amount expended, according to the annual report, was \$1,217,697.98, with \$150,000 of obligations.

The CHAIRMAN. How much did they exceed last year?

Admiral PARKS. That would have been about \$40,000 in excess of the allotment.

The CHAIRMAN. What became of the excess?

Admiral PARKS. That may not have been wholly expended. That is, it may have been that the obligation for electric current was not used to the extent of the sum covered in the requisition. The whole amount stated in the requisition for the year is taken up as an obligation.

The CHAIRMAN. When did you first discover, Admiral, that at any of these stations, including Hampton Roads, the commandants were exceeding the allotments which you made?

Admiral PARKS. About two years ago.

The CHAIRMAN. When did you discover that the commandant at Norfolk, at the operating base, was exceeding his allotment this year? I have in mind it was last September.

Admiral PARKS. I am not sure just when I received the first report, but the first report would have been for the month of July and that should have been received between the 10th and 21st of August.

The CHAIRMAN. What action officially did you take, Admiral?

Admiral PARKS. I am not positive, but I think I wrote a letter to the commandant, calling attention to his overexpenditure, and informing him that the present state of the appropriation would not permit of an additional allotment.

The CHAIRMAN. Notwithstanding that, the expense continued?

Admiral PARKS. It did continue.

The CHAIRMAN. I understood you to say, Admiral, that you observed these expenditures over and beyond the allotments at the

different stations two years ago. When did you come into the bureau?

Admiral PARKS. Two years ago.

The CHAIRMAN. This is an old habit, is it?

Admiral PARKS. No; this is a result of the war conditions.

The CHAIRMAN. How much in excess of the allotment did they run over the first year that you were in the bureau?

Admiral PARKS. I am not able to give you the amount.

The CHAIRMAN. You do not have the figures, we understand, and you may not be able to give it to us very definitely, but can you approximate the sum?

Admiral PARKS. I think it was about \$4,000,000.

The CHAIRMAN. And then you came back and got a deficiency. The second year you were in, how much did they exceed the allotment?

Admiral PARKS. I can not tell you that. The committee asked me to secure all of the expenditures by items at a hearing last May, and I have been continually employed in securing that up to the present time. I am not yet definite as to what the amounts are.

The CHAIRMAN. I assume, of course, that these obligations must be met.

Mr. OLIVER. Right in that connection, Mr. Chairman, if you will permit me—

The CHAIRMAN. Certainly.

Mr. OLIVER. What amount, Admiral, did you say you now have on hand out of the \$7,500,000?

Admiral PARKS. \$1,429,000.

Mr. OLIVER. What part of that has been obligated?

Admiral PARKS. That has not been obligated. It is being held for the next three months—that is, the last three months of the year.

Mr. OLIVER. You estimate that \$1,429,000 which you now have on hand, plus an additional \$1,000,000, will be able to care for the needs of the stations, even based on these increased expenditures over allotments?

Admiral PARKS. No. I consider that \$2,500,000 additional will be necessary.

Mr. OLIVER. \$1,500,000 of that, as I understand, was connected with Steam Engineering and Construction and Repair and is dependent upon whether or not the additional sums asked for by them are granted?

Admiral PARKS. That is correct.

Mr. OLIVER. And assuming that, then, were not granted you still would need \$1,000,000 in addition to the amount you now have on hand to care for what now appears to be necessary expenditures at the different stations?

Admiral PARKS. I would.

Mr. OLIVER. Do you estimate that at Hampton Roads the excess monthly expenditure over the monthly allotment will continue?

Admiral PARKS. I believe that it should decrease.

Mr. OLIVER. But you have asked a deficiency based on the increase shown by the first seven months of the fiscal year?

Admiral PARKS. I have; yes.

Mr. OLIVER. If there should be a decrease, you may not need to expend the total amount asked?

Admiral PARKS. I may not.

The CHAIRMAN. Admiral Parks, what was your unobligated balance on January 31?

Admiral PARKS. \$2,901,827.04 was the amount that I had on the 1st of January.

The CHAIRMAN. We had that much money on hand the 1st of January which we were not obliged to pay out. How much money had you on the 31st of January, 1920, unobligated?

Admiral PARKS. We have not the reports in the bureau as yet to give that. I have allotted \$1,429,500 for the three months, January, February, and March.

The CHAIRMAN. You have allotted \$1,500,000?

Admiral PARKS. Presumably they have kept their expenditures within their allotments.

The CHAIRMAN. In your judgment you had \$1,400,000 on the 1st of February or the last of January. Why could we not use some of that money to pay these overexpenditures, which I call them, at these different stations?

Admiral PARKS. That is required for continuing operations on the stations, and is insufficient for the purpose.

Mr. OLIVER. Right in that connection, you had on January 1, \$2,901,827.04?

Admiral PARKS. Yes, sir.

Mr. OLIVER. And you allotted for January, February, and March, \$1,429,500, which would leave you on the 1st of April, \$1,472,827. Assuming that they do not exceed the monthly allotments, you estimate that the monthly allotments, together with what will be required as an excess expenditure during the remaining three months, will make the \$1,000,000 deficiency which you have asked for?

Admiral PARKS. I hope so. This is 38.7 per cent of the amount that was originally appropriated, and covering a half year it is practically one-third less than would be required if the amount had been sufficiently equally distributed for the whole year.

The CHAIRMAN. You should not have exceeded the appropriation. That was the mandate of Congress, and you should have permitted some of these things to go. You would not have been responsible; Congress would have been responsible. Therefore, I repeat what I said yesterday that I can not see that there is any occasion whatever for us to put any restriction upon these appropriations.

Admiral PARKS. If I may be permitted, I should like to say that this appropriation does not include the improvements.

The CHAIRMAN. Then, do not make the improvements.

Admiral PARKS. We do not make the improvements out of this appropriation.

Mr. OLIVER. How do you account for these continued excess expenditures at the stations that you have mentioned, notably Hampton Roads, during the last six months of the fiscal year?

Admiral PARKS. In that case, I understand that the commandant believed it was necessary for him to operate, and that he would be sustained in the necessary expenditures to operate.

Mr. OLIVER. You stated that last year you allotted to Hampton Roads over \$100,000 a month?

Admiral PARKS. Yes, sir.

**Mr. OLIVER.** That in 1920 you cut that allotment to \$30,000. You feel now that you were too low in your cut, and the reports from that station show that they are actually expending or have been expending about \$88,000 a month. In your investigations what part of the \$88,000 during the remaining six months could you omit and not do serious hurt to the Navy?

**Admiral PARKS.** I am unable to give you that in any kind of detail.

**Mr. OLIVER.** Have you been able to analyze the increased expenditures over the allotments at the stations, notably this station, which is a large one, so as to determine whether or not all of the excess expenditures were absolutely necessary?

**Admiral PARKS.** I have not all the information that I want, but I believe that certain things have been charged to this appropriation at Hampton Roads that might more properly have been charged to the hospital appropriation and to the air appropriation. I believe that appropriation has been carrying more than its share, but I have not enough data to establish the fact. I have made the inquiry, are not the appropriations for the hospital and air relieved from some proper expenditures which have been charged to this appropriation?

**Mr. OLIVER.** Have they sufficient funds to meet the necessary demands for those purposes?

**Admiral PARKS.** I think they have, although I am not familiar with the facts.

**Mr. OLIVER.** So, if your investigation should disclose that items have been improperly charged to this fund which should have been charged to other appropriations, then that would decrease the amount to be expended out of this fund?

**Admiral PARKS.** I hope it would materially decrease the amount.

**Mr. OLIVER.** If you found that those items had been carried for six or seven months of the fiscal year and were included in the allotments that you have made for the three months beginning with July, then you could recover from those funds the amount improperly charged to this fund, could you not?

**Admiral PARKS.** I think we could.

**Mr. OLIVER.** Roughly, could you give us any idea as to what you feel those improper charges amount to?

**Admiral PARKS.** No; I can not very well, but taking the hospital on the 5 per cent basis of the capacity of men, that would make only perhaps 5 per cent of the total expenditures under maintenance, but the air station, perhaps, is one-third. Altogether there might be possibly 35 or 40 per cent in those two items.

**Mr. OLIVER.** In order to bring the thing down to a concrete proposition, you will have on April 1, \$1,472,000, assuming, of course, that the expenditures during the next three months do not exceed the allotments; but suppose we assume they exceed the allotments during those three months by \$100,000 a month, you would still have more than \$1,000,000 left on April 1, and there could be no deficiency until after April 1; and you stated that likely the investigation will show that improper items have been charged to this account which should be charged against other accounts. Would it really be of any hurt to your bureau if an additional appropriation was postponed until you could complete your investigation with a view to ascertaining whether these mistakes have occurred, and, if so, to what extent and

how much would be actually needed in order to carry on the essential and necessary work at these stations?

Admiral PARKS. I think it would.

Mr. OLIVER. Why?

Admiral PARKS. I am working under a pressure now, not knowing that there will be any other funds available. That interferes very materially with necessary work. Take the matter of mooring the destroyers, of course, we have got a large number of vessels which have to be taken care of. When the Commander in Chief says that we must have facilities to take care of them, I begin to beg somebody to loan me something, hoping that by and by I will get some money so that I can reimburse him. I had to do that to the extent of \$71,000 to take care of the mooring of the destroyers, and there are a good many items of that kind coming along. I have a long list here of things that are held up simply because we have not the money and many of them should be authorized. It would relieve tremendously if the known amount authorized were early rather than late.

Mr. OLIVER. You have already made your allotments for January, February, and March, and it would seem that the commandants of the different naval stations are proceeding on the theory that excess expenditures over and above their allotments will be met; and how much will your bureau suffer if this practice which seems to be in vogue should be continued until you can make the investigation which I spoke of?

Admiral PARKS. Of course, that practice was a war practice and is supposed to have been stopped in November, 1918. I do not think it is very good policy to encourage the belief that that kind of a thing can be done.

Mr. OLIVER. I agree with you fully, but it seems that it is continuing, and even if you obtain during the month of February an additional \$1,000,000, it would not, in fact, be either obligated or expended until the last three months of the fiscal year beginning with April?

Admiral PARKS. If I secured an appropriation now, I should increase the allotments of several of these stations immediately.

Mr. OLIVER. I see.

Mr. BRITTEN. You have, I think, conveyed a wrong impression. You indicated that it was the prevailing condition at the navy yards and stations to overrun, or to expend in excess of the allotment. That is not quite correct, at least at 25 stations.

Mr. OLIVER. My question had reference only to the information which he gave just before you came in, in which he indicated the stations where the excess expenditures were occurring.

Mr. BRITTEN. I have that before me.

Mr. OLIVER. My question was based on that information, leaving out those stations where it had not been.

Mr. BRITTEN. I see. The clerk to the committee has just handed me a list of some 25 stations.

Mr. OLIVER. That has all been brought out in the hearing.

Mr. BRITTEN. The majority of them are not spending in excess of their allotment; on the contrary, they are spending less than the allotment. In some cases the excess is very slight, and in but one case is there a serious deficiency, that one case being Hampton Roads,

are they are spending in excess of \$58,000 more than the allotment month.

Mr. OLIVER. There is no question about that. I assume that is warranted for by the fact that most of the ships have been there the last six or eight months.

Admiral PARKS. I am not sure of the distribution of the ships, I know that a great many of them are in Philadelphia.

Mr. DARROW. There are more ships in Philadelphia than down here!

Admiral PARKS. I am not sure of the distribution; I have paid attention to that feature.

Mr. OLIVER. I do not understand why there should be this difference in the expenditure at Hampton Roads over what appears at other yards, especially since you say there are just as many ships in Philadelphia.

Mr. DARROW. There are something like 126 ships at Philadelphia, many requiring repairs. They have not come up to their allotment early \$15,000 per month.

Mr. CHAIRMAN. It seems to me that at some points they obeyed law and at others they did not.

Mr. KELLEY. I did not quite get the force of your answer to Mr. Oliver's question as to what you would do with this extra \$1,000,000 were appropriated. You said, I think, that you would increase allotments?

Admiral PARKS. Increase the allotments for this half of the year; yes, I did not make as large allotments for the first three months of the calendar year as I believe are necessary.

Mr. KELLEY. In view of the fact that the Secretary of the Navy has informed Congress that we have a Navy of practically 45,000 men—is it to say, a balanced Navy of 45,000 men—what is the need of all this haste in repairing ships in view of that tremendous shortage of men? Why could we not ease the thing along a little and not make this appropriation?

Admiral PARKS. That is a matter with which I am not familiar

Mr. PADGETT. I believe Admiral Taylor said that when a ship

Admiral PARKS. It is; the item of maintenance, Yards and Docks, I think, is the only maintenance item that is defined.

Mr. KRAUS. Under those circumstances you often find yourself in a situation where a commandant will make improvements which should be classed as improvements and charged to this account because he wants them.

Admiral PARKS. There have been some cases of that kind due largely, I think, to the very large number of inexperienced people we have had during the last two years; they are inexperienced only in that they are not familiar with Government methods and not familiar with the Navy distribution of work.

Mr. KRAUS. Would not that be particularly true at large stations like Hampton Roads, which has been constructed in the last two years, namely, that many items of improvement would appear in your bureau under this item, and is there not a probability of that?

Admiral PARKS. There is a possibility of it, and I have found one or two items. For instance, a certain piece of sewer, which ought to have been charged to repairs and preservation, was charged to this appropriation; that was largely on account of the term "maintenance" that is used in other parts of the bill, meaning more than it does in yards and docks; in yards and docks you specify just the items that are covered by maintenance, but not in the others.

Mr. KRAUS. If the items that have been charged to this account, originating at Hampton Roads, are reviewed, might you not find some accounts that cover maintenance in addition to those suggested by Mr. Oliver?

Admiral PARKS. Of last year's, yes; but I believe this year it is pretty clear on that kind of thing. I have been giving rather considerable attention to that station for a year and a half, and I think some of those things have been straightened out.

The CHAIRMAN. Here is a plain question: Why did you not say to all of these commandants, who were exceeding their authority and violating the law, "You must stop at once; you will never get a penny; Congress has ordered me to make allotments and I have made them; these are the allotments and you shall not exceed them"?

Admiral PARKS. I might have reported that to the Secretary for such action, but I have been studying this expenditure appropriation pretty carefully for a long time and there are enough uncertainties to make it undesirable to make a report of that kind at present.

The CHAIRMAN. Yet you knew last July that these amounts were being exceeded, or at least these allotments?

Admiral PARKS. There is one little item that gives me considerable concern in trying to determine these figures. An item, we will say, has been purchased on a bureau requisition in May; it arrives on the yard in July; it is charged in the July return for expenditures, but should have been taken as an obligation against the previous year. I have quite a number of items of that kind that are being investigated. It may mean that I will simply increase the deficiency under the appropriation for 1919 and decrease it for 1920. The expenditure is the same, but the year of charging it is different. For three years, I think, the appropriation has been continued, 1917 into 1918 or 1918 into 1919, but this year it is starting out afresh as the appropriation for 1920 with no authority to carry 1919 over into 1920, if I am correct.

AIRMAN. In order that we may hasten along, I want to ask three questions, and then I am through. Is it not true of the maintenance cost of the various yards is borne by Construction and Repair, Steam Engineering, Supplies and Accounts and Ordnance?

MR. PARKS. I believe a considerable amount of it is.

AIRMAN. Can you tell us about what amount goes for maintenance from these different bureaus—Construction and Repair, Steam Engineering, Supplies and Accounts, and Ordnance?

MR. PARKS. I can not. There has been a board on the accounts for the last six months; they have been working on this

AIRMAN (interposing). You have answered that you are not able to answer and give a good reason why you are not able to answer the question, namely, that the matter is now before a board. Now of any reason why all of the various sums appropriated for maintenance and repair of these stations should not be under one head?

MR. PARKS. I think they might very properly be under one head, but it would make a considerably larger appropriation.

AIRMAN. And larger friction?

MR. PARKS. Not necessarily, that I can see.

AIRMAN. When do you suppose we will get a report from the board you speak of?

MR. PARKS. It will be some time yet before they will finish their report.

AIRMAN. I will tell you what I have been thinking about. If these should be under one bureau and that they should all be put under one head: the 90 places on land should be put in one place in the bill, and all the expense of maintaining these places should be itemized and placed under one head, even if it makes a longer bill. What do you think of that?

MR. PARKS. I think that would be very difficult. I have been making expenditures for 10 years under items at all the navy stations prior to the time the new accounting system came in. The idea of showing the committee the variation in those

The CHAIRMAN. I understood you to say to Mr. Oliver that you might have made at Norfolk, or elsewhere, certain improvements and certain repairs that should be charged against another bureau because Congress makes an appropriation of money to that bureau for that purpose. That being so, why can not you go to the various bureaus and ascertain whether they have any money, and if they have get them to turn it back into Yards and Docks.

Admiral PARKS. I was not referring to repairs, but to maintenance in relation to the hospital and air station at Hampton Roads.

The CHAIRMAN. Of your unfilled obligations, what portion, in dollars and cents, represents new work?

Admiral PARKS. I can consider the amount expended on account of the work of the other bureaus as representing new work; in that case it would be \$1,500,000, but it does not look like new work to me, any more than furnishing water to this building is new work for the District of Columbia. It is the same kind of thing. I am furnishing water for the work of the yards, and it does not look like new work; it is public facilities.

Mr. PADGETT. But it is an enlargement of your work, an enlargement of your operations when you bring in these new jobs.

Admiral PARKS. Decidedly an enlargement.

The CHAIRMAN. Then you are not able to approximate the amount?

Admiral PARKS. I do not consider it is new work and I think this is charged for properly; it is not new work; it has no connection with new work.

The CHAIRMAN. I understand you are doing work for Construction and Repair, for Steam Engineering, and for Supplies and Accounts, and then you are requiring those different bureaus to pay you?

Admiral PARKS. On the transportation; they pay for the time they are using it and I pay for the idle time and for the repairs, and that is liable to be a large part of it.

The CHAIRMAN. Do you need any congressional assistance in the way of a modest appropriation of money to enable this board at an early date to report to us a method by which we could make these appropriations so that an ordinary man like myself would understand them? I am not an accountant, and I would like to see these items set out in the bill the same as items are set out in a store bill. If I buy a hat, it is charged to me as a hat; if I buy a suit of clothes, it is charged against me as a suit of clothing; if I have an automobile repaired, so much is charged for this and so much for that. Why can we not make up an appropriation bill in the same way so that we will understand what we are doing? You can not tell us now how much money these different bureaus have expended for repairs and for maintenance in these different yards, and it would seem to me there is an opportunity for overlapping.

Admiral PARKS. There is a possibility, I think, but here is a report from the Philadelphia Navy Yard for the six months showing over 306 items, and you have asked me to give the itemized expenditures for 1919. They are here [indicating].

The CHAIRMAN. I have that?

Admiral PARKS. No; that is only a summary, but here are the expenditures by jobs for the whole lot.

The CHAIRMAN. I know it looks big, but it is not as big as the Midvale Steel Co. or anything like that; it is not as big as the Bethlehem

Steel Co., the Baldwin Locomotive Works, or Standard Oil. This is just a little business end of the Navy. Of course, there are many items: I understand that; but I would like to have them, as I said, under one head, and you say it would not be possible. You also say you can not get any money by going to these different bureaus and ascertaining whether or not there is any money coming from them which you could use.

Admiral PARKS. The only ones I have in mind are the hospital and the air station at Hampton Roads.

Mr. KELLEY. Have you any idea how much those would amount to?

Admiral PARKS. It might be 30 or 40 per cent of the maintenance expenditure.

Mr. KELLEY. How much would that be in dollars?

Admiral PARKS. Thirty thousand dollars a month; that is, based on the assumption that there are 5 per cent of hospital beds for the number of men in the station, and that their maintenance expenditure would be in proportion, and that the air station is about one-third of the present activities at the base.

The CHAIRMAN. These older expenditures are still going on at these different stations. You know, and they ought to know, that the money is going to fall short; is not that a fact?

Admiral PARKS. I have not the reports for January yet, and I do not know what they have done with the allotments that I have given them for that month.

The CHAIRMAN. Have you any idea that the commandants of these stations who have been exceeding their allotments will come back to the allotments you have made to them under the law for the month of January?

Admiral PARKS. I know some of them are trying to do it and are saying they can not do it.

The CHAIRMAN. Do you think that some of them are not trying?

Admiral PARKS. No; I do not think any of them are not trying; I think they are all trying. But I have not heard from all of them; when I get the reports for January I can get an idea of what is happening.

The CHAIRMAN. If this additional money is not appropriated, what portion of the unfilled obligations for new work can be saved and applied on repair work?

Admiral PARKS. None of this will go on repair work.

The CHAIRMAN. But how much of it on unfilled obligations could you save: obligations that you can get rid of and with which you will not have to comply? How much money can you save on them to use on this repair work? In other words, not extending your work but repairing that which you have on hand?

Admiral PARKS. That is a very difficult thing to determine. I thought we might reduce the policemen and watchmen; I thought there was a chance of cutting out 150 of them, but this is not a good time for a yard to be kept open and people to be permitted free access, and at the same time it is perhaps not well to keep it under the same closed condition that it was during the war. Therefore those watchmen are desirable.

The CHAIRMAN. You are referring now to the number of men who are employed as guards?

Admiral PARKS. Civilian guards.

The CHAIRMAN. Do you know how many marines and how many sailors they have doing guard duty at League Island?

Admiral PARKS. I do not.

The CHAIRMAN. They run into many hundreds, just doing guard duty there day after day at League Island. Let me get to the next question. What portion of your unobligated balance do you propose to apply to new work?

Admiral PARKS. I have not considered applying anything to any new work but only to maintenance charges.

The CHAIRMAN. Of the unclassified employees—of whom it is reported you have 52,000, and over, in the principal yards—what portion of them or any of them are paid from the appropriation. "Increase of the Navy?"

Admiral PARKS. That is a matter with which I am not familiar.

The CHAIRMAN. Somebody, however, ought to be able to answer that question.

Admiral PARKS. I think that others do know that, because it comes within their province and not mine.

Mr. PADGETT. Admiral Taylor, I think, can give you that answer.

Admiral TAYLOR. That was the information I was directed to get yesterday, and I have information along that line.

The CHAIRMAN. Is this statement correct as reported; that is, that you have more than 52,000 employees in the principal yards?

Admiral TAYLOR. Fifty-seven thousand on the 1st of January.

The CHAIRMAN. How does that compare with the number you had prior to the war?

Admiral TAYLOR. On the 30th of June, 1916, we had 22,842.

Mr. OLIVER. It might be well in that connection to have the admiral state what percentage of that increase represents new construction.

Admiral TAYLOR. The information that I have been able to get shows that in June, 1916, we had at the principal yards in this country 10,870 employees on maintenance work; the maintenance appropriations include instruments and supplies; ordnance and ordnance stores, under the Bureau of Ordnance; maintenance, Bureau of Yards and Docks; maintenance, Bureau of Supplies and Accounts; repair of vessels under the Bureau of Construction and Repair, and engineering under the Bureau of Steam Engineering. All of those may be called maintenance appropriations to take care of the ships at the yards. In June, 1916, we had under those appropriations 10,870 employees at the 8 larger yards, and 3,095 at the miscellaneous smaller yards, and the yards at Cavite and Olongapo, making a total of 13,965 at that time on maintenance work. The same yards at that time had 8,877 on new work, making a total of 22,842 mechanical employees at those yards.

Mr. OLIVER. What are the figures at present?

Admiral TAYLOR. On January 1, 1920, the mechanical employees at all these yards, under the maintenance appropriations, were 28,180, as contrasted with 13,965 in June, 1916; on new work we had 28,827, as contrasted with 8,877 in June, 1916. I had to arrive at those figures by taking the expenditures and getting the percentages from them and applying them to the number of employees; it was impracticable to find out exactly what each man was doing or what appropriation he was charged to in 1916; but those figures are substantially

correct, and they show the total in June, 1916, as 22,842, and on January 1, 1920, 57,007.

Mr. KELLY. Have you the number on January 1, 1919, the intermediate year?

Admiral TAYLOR. No, sir; I have not; but there has been a reduction of about 14,000 since that time.

Mr. LUKIN. Those figures do not include the clerical force?

Admiral TAYLOR. No, sir; those are the figures as to the mechanical force.

Mr. KEATS. Can you tell how many men were charged to the severance and maintenance appropriations on January 1, 1919?

Admiral TAYLOR. I have not those figures for that time, but I have them for January 1, 1920, when there were 28,180. However, these figures are not accurate within 100 men. In round figures the men on maintenance work since June, 1916, have doubled and those on new work have been multiplied by over three.

Mr. BRITTEN. Admiral Park, before I entered the room this morning you presented a list of the various yards and stations showing the allotments to each station by months and also the excess obligations and expenditures per month at those various stations. In going over that list I find that practically all of them have either come within their allotments or have exceeded their allotments very slightly. The only flagrant exception is the naval base at Hampton Roads. I am wondering whether the bureau is responsible for that excess, whether the department is responsible for it, whether the commandant of the district is responsible for it, or whether the commanding officers of the various operations down there, such as aviation, S. and A. work, training station, receiving barracks, etc., are responsible for it. Just who is responsible for this \$58,000 per month excess expenditure at that base?

Admiral PARKS. I am not sure. If he were a commandant of a navy yard I would be sure, but it is a district commandant, and I am not sure under what conditions he worked.

Mr. PADGETT. This is something that might be considered in connection with your question, Mr. Britten: It appears that they were getting \$101,000 per month last year, and the admiral cut that allotment from \$101,000 to \$30,000. He says that he cut it too much and that they could not get along with that \$30,000 per month.

Mr. BRITTEN. I appreciate that, but it is an excess over and above the allotment per month for this year.

Mr. PADGETT. But if the operations were such that it was impossible to perform them for \$30,000, and, in view of the fact that they had an allotment of \$101,000 the year before—

Mr. BRITTEN (interposing). What I want to determine is this: It is entirely possible that the commandant down there is in error. He is the commandant of the entire district, covering many operations, and it is also barely possible that some commanding officer is responsible for the excess payments. Then, again, it may be that the department in the operation of the ships and supplies has forced upon either the commandant of the district or the commanding officer of those various operations certain conditions and expenses which they could not avoid. It is possible that conditions have been forced upon them by the Navy Department that have brought about excess obligations.

Mr. PADGETT. I think that last statement is correct. It is self-evident that the duties assigned to the base to be performed were so great and varied that it was impossible to perform them on \$30,000 per month.

Mr. BRITTEN. Well, let us see which of these various operations exceeded the allotment—that is, whether it was aviation, hospital, S. and A. work, the training station, or barracks.

Admiral PARKS. I can not tell you just what it is. The receiving ship, of course, had an appropriation at St. Helena, and that was used for the first part of the year. There was provision in the bill that when their appropriation ran out, maintenance, yards and docks, would be called on for the balance of the year.

Mr. BRITTEN. Did the receiving barracks exceed its allotments per month?

Admiral PARKS. It has been used up, as I understand, and they now want \$32,000 for the rest of this year out of maintenance. My assumption is that they used their own appropriation for the receiving ship as long as it lasted.

Mr. BRITTEN. That is, \$30,000 for six months?

Admiral PARKS. That \$32,000 is for two or three months of the year.

Mr. BRITTEN. Would you say that the excess is about \$10,000 per month? What I would like to ascertain is how this \$58,000 per month excess expenditure should be divided?

Mr. OLIVER. Let me ask one question in that connection: Admiral, they were expending at this station \$101,000 per month, and when you came to make the allotment to them for 1920 you cut them to \$30,000 per month. Now, what facts governed you in allotting to them only \$30,000 and in cutting them \$71,000? In other words, what activities did you feel should be cut off during 1920 that were carried on during 1919?

Admiral PARKS. Well, we had allotted approximately \$16,500,000 for the previous year for all the activities, and I told the committee at the hearing on the bill that I did not believe that I could get along with \$7,500,000 this year, but I felt that in making the cut from \$16,500,000 that I had allotted the year before to \$7,500,000 I could not cut yards like New York and Philadelphia as much as I could some other places. Hampton Roads is one that I knew less about than I did about the navy yards. It was a new thing. I did not know what the actual necessities were, and I cut Hampton Roads a greater percentage than I cut the navy yards.

Mr. OLIVER. How much did you cut New York and Philadelphia?

Admiral PARKS. They were cut to approximately two-thirds.

Mr. OLIVER. And Hampton Roads has been operating on about two-thirds of the former allotment?

Admiral PARKS. A little more than two-thirds, or 85 or 86 per cent.

Mr. BRITTEN. When you make an allotment to Hampton Roads, that allotment goes direct to the commandant of the district. Does he reapportion the allotment down there?

Admiral PARKS. It goes to the commandant of the district, and he represents the bureau as the commandant of a navy yard does in the handling of it.

Mr. BRITTEN. He may apportion that \$30,000 per month in any direction he may see fit or as the conditions would justify?

**Admiral PARKS.** On any condition that justifies it.

**Mr. KELLEY.** Who assigns the work to the various yards?

**Admiral PARKS.** The new work does not come under this bureau at all.

**Mr. KELLEY.** Here, for instance, is a ship out of repair. Who determines where that ship shall go for repairs?

**Admiral PARKS.** I have not had anything to do with that.

**Admiral GRIFFIN.** The Chief of Operations.

**Mr. KELLEY.** I should think there would have to be some understanding between your bureau and those who assign this work to the various yards, or you would get it all out of proportion to equipment and times. Do you not have any clearing house at all, or any understanding about the amount of work to be assigned to each yard?

**Admiral PARKS.** I have not had to consider that so much in these years. The demands upon the appropriation for maintenance, yards and docks, are so large that it does not make much difference what the distribution is going to be; it needs more money than we have anyway. The only thing to do is to cut them down as much as possible.

**Mr. KELLEY.** The real difficulty about the whole situation is that they are trying to hang onto war conditions and to keep the yards up to war strength, and they desire to hold everybody in his job. They do not want anybody to leave the town where these yards are located.

**Admiral PARKS.** No, sir; I do not think that has shown itself very prominently in the work with which I am connected.

**Mr. KELLEY.** During the war did not a great many thousands of people go to Hampton Roads and Norfolk that were never there before?

**Admiral PARKS.** A great many did.

**Mr. KELLEY.** Is there not a decided tendency on the part of Norfolk and that community to hold everybody that came there during the war?

**Admiral PARKS.** I do not know what they are doing in that respect.

**Mr. KELLEY.** Your greatest difficulty is at Norfolk, is it not?

**Admiral PARKS.** That has been the most difficult place.

**Mr. PETERS.** What course will you pursue if you do not get this appropriation?

**Admiral PARKS.** It is hard to tell. I have some contracts running now that are within 5 per cent of completion or 15 per cent of completion, and I may have to discharge every inspector I have and let those people go ahead and get through with the contracts. That is the thing I do not want to do.

**The CHAIRMAN.** Keep the inspectors and discharge the others. It will cost the Government less money if you do.

**Admiral PARKS.** I can not tell where I will have to make the cuts. It is an extremely difficult matter.

**Mr. PETERS.** I want to know, so far as you can tell, what you would do in your bureau if you did not get this money?

**Admiral PARKS.** So far as the bureau itself is concerned, I would have to furlough all of the technical people on the 26th day of February.

Mr. HICKS. In continuation of the questions asked by Mr. Britten, as I understood your answer to his question you stated that in these different districts the commandants of the districts are allowed certain amounts of money, and that then the commandants of the districts have the expenditure of that money. Is that practically what you said?

Admiral PARKS. Yes, sir.

Mr. HICKS. The estimates that he submits to you and on which you base the amount you send him or authorize him to spend, must be based on some activities that the commandant proposes to use the money for. Now, must he not keep in line with those recommendations made to your bureau?

Admiral PARKS. That is the status of the navy yards, but the district commandants have not gotten down to quite the navy yard practice in that matter.

Mr. HICKS. It would seem to me that if you tell these officers, "Here is a certain amount of money to spend as you see fit," you are absolutely running without business principles, because you are giving them all the discretion it is possible for them to exercise, with no check upon them. In my opinion, that is the reason we find that in those districts the money has been expended beyond the amount that Congress intended should be spent.

Mr. KELLEY. He says that the work is assigned to the various yards with no reference to the apportionment of money that he makes. I do not see how the thing works at all.

Mr. HICKS. It seems to me to be practically without any business principles at all. You simply tell these officers to go ahead, and that if Congress did not appropriate sufficient money, they can come and get more. I do not see much business method in that.

Admiral PARKS. I probably did not convey the correct impression when I said it had no relation to the work.

Mr. KELLEY. You stated that you had nothing to do with the assignment of the work, but that that was done by another bureau with which you did not consult at all.

Admiral PARKS. What I meant to say was that there was so much work required under maintenance, yards, and docks, anyway, that I did not have to consider whether 1 ship, 2 ships, or 100 ships would be sent to a place.

Mr. KELLEY. If they sent a surplus of work to Norfolk it might make quite a difference with their expenditures down there, if you made them only a certain allowance.

Admiral PARKS. Then they would come to me and say that on account of the changed conditions they needed an additional allotment to cover those specific purposes.

Mr. KELLEY. I understood that you were restricted to one-twelfth of the amount in your allotments each month.

Admiral PARKS. That is not absolutely definite on this appropriation.

Mr. OLIVER. What amount was allotted to the New York Navy Yard and what amount to the Philadelphia Navy Yard?

Admiral PARKS. \$73,007 to Philadelphia and \$78,324 to New York. New York had \$132,000 the year before and Philadelphia had \$118,000 the year before.

**Mr. BRITTEN.** Have you anything before you that indicates to you how the commandant of the naval district down there at Norfolk had intended to disburse this money allotted to his district through your bureau?

**Admiral PARKS.** I have not here.

**Mr. BRITTEN.** That might give us some information or some light as to where the deficiency occurred.

**Admiral PARKS.** I think the only statement I have is one stating so much for grounds, so much for buildings, so much for water, and so much for transportation.

**Mr. BRITTEN.** Those are the prospective disbursements?

**Admiral PARKS.** Yes, sir; it does not give enough detail to furnish any large amount of information.

**Mr. BRITTEN.** For instance, if a ship should come in, or a large number of ships should come into the base, requiring supplies of all character, bringing many men who were to go into the receiving barracks, and a great many others who would go into the hospital, I can see where an unusual condition might be forced upon the commandant of the district. Of course, he would have to care for that situation.

**Admiral PARKS.** Then his instructions are to request an additional allotment if his actual allotment will not do the work.

**Mr. BRITTEN.** That has been done from time to time?

**Admiral PARKS.** Yes, sir.

**Mr. BRITTEN.** Beginning how far back, approximately?

**Admiral PARKS.** September, I think.

**Mr. BRITTEN.** What action did you take on that?

**Admiral PARKS.** That I could not grant any more.

**Mr. BRITTEN.** Then what did he say?

**Admiral PARKS.** He asked the Secretary about it and the Chief of Operations.

**Mr. BRITTEN.** Did they give him any instructions or advice?

**Admiral PARKS.** I think the Secretary told him he would have to keep within his allotment.

**Mr. BRITTEN.** He went right on spending beyond his allotment?

**Admiral PARKS.** He did expend beyond the allotment.

**Mr. BRITTEN.** Was that due to conditions that the department forced upon him, or conditions that he brought upon himself?

**Admiral PARKS.** I think they were probably forced on him.

**The CHAIRMAN.** Admiral Taylor, what was your unexpended balance on January 31?

**Admiral TAYLOR.** \$10,000,000, sir; in round figures.

**The CHAIRMAN.** And as to unfilled obligations, what portion in dollars and cents represents your work?

**Admiral TAYLOR.** In the sense of new construction, nothing. That appropriation is not available for new construction.

**The CHAIRMAN.** It does not apply?

**Admiral TAYLOR.** No, sir; with one exception, Mr. Chairman. As you are aware, all of the clerical and drafting force is paid for out of the lump-sum appropriation, the clerical and drafting force for all of the work, "Increase of the Navy," as well as construction and repair. That is a matter of law which we can not control.

The CHAIRMAN. If I understand, three days ago, out of the appropriation for such purposes as these supposed deficiencies are asked, you had \$10,000,000 unexpended and unobligated on hand?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. And you have asked to have that sum increased?

Admiral TAYLOR. Yes, sir.

Mr. BRITTEN. Suppose that the committee should include in the naval appropriation bill the deficiency amounts requested by the various bureaus, including your own, and make the amounts immediately available and succeed in getting a rule from the Committee on Rules or at least getting information that we could get such a rule from the Committee on Rules, could you and the other bureaus arrange your plans now and go ahead with the work which you have in contemplation and obligate yourselves and the Government and then allow the money to come out of the bill when the bill was passed by the House?

Admiral TAYLOR. You mean the appropriation bill for next year?

Mr. BRITTEN. Yes.

Admiral TAYLOR. That would be rather difficult. We have already made the allotments for February on the assumption that we will not get this money. That, I believe, would be a violation of the present law, as far as the department is concerned.

Mr. PADGETT. And you have no assurance that it would be passed before June or July.

Mr. BRITTEN. If this bill was passed before the 1st of May, and you had some assurance from the committee that the amount would be made immediately available?

Admiral TAYLOR. I can hardly take the responsibility for that. The Secretary of the Navy would have to take the responsibility of incurring a deficiency. He is the only man in the Navy who can incur a deficiency, so far as I know.

Mr. BRITTEN. You are incurring deficiencies every day?

Admiral TAYLOR. No, sir.

Mr. BRITTEN. There is a deficiency existing now, or otherwise you would not be before this committee.

Mr. OLIVER. They have money on hand, but they can not continue at the same rate that they have been spending money and have money on hand on the 1st of July.

Admiral TAYLOR. Some of our troubles are due to the fact that we expected to get this money. When the year began we made our allotments for July on the assumption that we would get practically what we had asked for. That was the only assumption that we could make. When the bill passed it reduced the C. and R. appropriation to \$31,000,000.

Mr. KELLEY. From what?

Admiral TAYLOR. The expenditures the previous year had been \$80,000,000.

Mr. KELLEY. What was the request?

Admiral TAYLOR. \$37,500,000.

Mr. KELLEY. And what was the irreducible minimum?

Admiral TAYLOR. The irreducible minimum, which I told you I thought was too low, was \$33,000,000.

Mr. KELLEY. And we reduced it from \$33,000,000 to \$31,000,000?

Admiral TAYLOR. But the irreducible minimum was based upon a smaller Navy than was finally assumed. You increased the number of men more than we assumed, if I recall it. We had planned not to distribute this money in 12 equal allotments, which I do not believe is absolutely required by law. I think the law requires the allotments to be made in such a manner that there will be no deficiency. We had planned to reduce gradually during the year, but about August there was a very strong demand from Operations that we should not begin to reduce; that we should continue the work of fitting the ships at the rate at which it was going; and we finally got written instructions to do that from the Secretary, Mr. Roosevelt, as he told you yesterday.

Mr. KRAUS. That demand came from Operations about the same time that the employees in these various yards were very active in an effort to retain their places. Is not that true?

Admiral TAYLOR. There were yards whose allotments we had cut down in which there were strong protests.

Mr. KRAUS. The employees were very active in the matter, and that also took the shape of proposed legislation introduced in the House by Members from those several districts?

Admiral TAYLOR. I do not recall that. I recall that the Boston yard objected very much to the cut and protested very strongly.

Mr. OLIVER. In that same connection, will you put in a statement of the efficiency of these men in the navy yards as compared with the prewar efficiency? At one time I think you said that it only totaled 65 per cent?

Admiral TAYLOR. I never said that. I can only estimate it on a qualitative basis.

Mr. KRAUS. I want to show where this thing originated. I think it should be in the record. We all know about it.

Admiral TAYLOR. As far as I am concerned, it originated with the Office of Operations demanding to continue to repair the ships at the rate at which we were going last summer.

Mr. KELLEY. Along the same line of Mr. Kraus's questions, you reduced the allotment—at least, somebody did—to these various yards because the amount was cut somewhat?

Admiral TAYLOR. We figured on reducing the allotments steadily during the year, keeping the total allotments within the limits of the appropriation.

Mr. KELLEY. Rather than to come to Congress and ask for an increase in the appropriation?

Admiral TAYLOR. I was responsible for making the allotments within the law. The question of coming to Congress was one which was taken up above me, but the amount was inadequate for the work which should be done during the year, and it is becoming more and more evident as time goes on that that is the case.

Mr. KELLEY. Take this letter of the Secretary, where he talks about these destroyers which can not be finished, is it possible that such important ships, absolutely necessary to the fleet, have been allowed to go unrepaired while all of these millions of dollars have been spent for repairing less important ships?

Admiral TAYLOR. I do not understand just what the letter says. There are a number of destroyers——

Mr. KELLEY (interposing). These are battleships and dreadnoughts. The Secretary says:

In the present condition of funds there is no possibility of completing work this fiscal year on 6 of our 15 dreadnoughts, none of our 13 predreadnoughts can be completed, nor any of the 7 armored cruisers which require repairs.

Practically nothing of any consequence in a fighting way has been repaired, while millions of dollars have been spent on smaller or less important craft?

Admiral TAYLOR. I do not think that is a fact. We have been working on the dreadnoughts.

Mr. OLIVER. Let us first hear Admiral Taylor's general statement.

Admiral TAYLOR. I do not desire to make any general statement. I was simply going to explain what had been done as regards the allotment of this fund.

(Thereupon the committee recessed until 2 o'clock p. m.)

#### AFTER RECESS.

The CHAIRMAN. When you spoke on your estimate the other day I understood you to say that you were doing some new work out of this item of \$31,000,000, such as the construction of barges and small boats, some of it new work. Can you give us about the amount of money you propose to spend out of the appropriation of \$31,000,000 for that character of work?

Admiral TAYLOR. The appropriation is available for that, but at the present time we are doing practically no new work except a few boats; we have plenty of small boats but we are building a few large motor boats for the larger ships to replace those that are worn out in the service.

The CHAIRMAN. About how much will they cost?

Admiral TAYLOR. Not a large sum; possibly we will spend before the end of the year \$100,000 all told. We have never considered the making of equipage as new work in the sense of building a new ship or anything of that kind; that is met from another appropriation entirely, but there is this factor, which I spoke of this morning, that the drafting work and clerical work in connection with all of the new ships is covered in this appropriation; we have a limit of \$4,000,000 for all kinds of drafting and clerical work under the Bureau of Construction and Repair, whether it is in connection with repairs or new work.

The CHAIRMAN. All of that drafting and clerical work is paid for out of this appropriation?

Admiral TAYLOR. Yes, sir; and probably over half of it is concerned with new construction.

The CHAIRMAN. About one-half of the amount which you spend for drafting and clerical services would be for new construction?

Admiral TAYLOR. Yes, sir; at the present time.

The CHAIRMAN. How much do you spend altogether out of this appropriation?

Admiral TAYLOR. The limit is \$4,000,000, and the expenditure for new work would be about \$2,000,000, about one-half of it. It is a little difficult to separate it in detail, because a clerk may work half

a day on new work and half a day on old work. As I said, there are certain classes of work which it would be very difficult to separate, but as far as drafting work is concerned there is no difficulty in separating it, because a man very seldom works the same day on both new or old work, and we could separate it without any difficulty.

Mr. KELLEY. How much are you asking in this deficiency under this item?

Admiral TAYLOR. \$3,250,000.

Mr. KELLEY. What dreadnaughts are under repair at the navy yards?

Admiral TAYLOR. At the present time, of the 16 dreadnaughts which we class as first-line ships, 8 are with the Atlantic Fleet, away from the navy yards; 4 with the Pacific Fleet; 3 under repair at navy yards, and the sixteenth is under construction and not yet commissioned; it will be commissioned next month, and that is the *Tennessee*.

Mr. KELLEY. Then, there are three at the navy yards?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. At what yards are they?

Admiral TAYLOR. They are all at Puget Sound—the *Arkansas*, the *New York*, and the *Wyoming*.

Mr. KELLEY. What is the nature of the repairs being made?

Admiral TAYLOR. It is general overhaul.

Mr. KELLEY. And they are being repaired at the Puget Sound yard?

Admiral TAYLOR. Yes, sir. The estimated dates of completion are, for the *Wyoming*, March 20; for the *Arkansas*, April 15; and for the *New York*, May 1.

Mr. KELLEY. You probably have plenty of money to finish the repairs on those three boats?

Admiral TAYLOR. We expect to finish those repairs; yes, sir.

Mr. KELLEY. So that there are no dreadnaughts that will be repaired, so far as you know, out of this \$3,250,000 for which you are asking?

Admiral TAYLOR. Some of the ships with the Atlantic Fleet are in need of repairs and may come to the yards before the end of the year. The *Texas* is slated to come to a yard for repair before the end of the year.

Mr. KELLEY. Is that because she is greatly in need of repair or because you need to apportion the work along through the year?

Admiral TAYLOR. No; it is because she is in need of repair, and they have to come in rotation. We can not have them all at one time, because we could not take care of them.

Mr. KELLEY. She needs repairing more than the others?

Admiral TAYLOR. Yes, sir. Either the *Arkansas*, the *New York*, or the *Wyoming* will take her place—possibly the *New York*—and the *Texas* will come in for repair.

Mr. KELLEY. How extensive a job will have to be done on the *Texas*?

Admiral TAYLOR. I have not the exact figures, but it will be several hundred thousand dollars.

Mr. KELLEY. Will that work be carried forward whether you get this appropriation or not?

Admiral TAYLOR. I believe it will.

MR. KELLEY. So you will get along as far as the dreadnaughts are concerned whether this \$3,250,000 is appropriated or not?

Admiral TAYLOR. It may be that we will keep some of the dreadnaughts out of the yards which would come in before the end of the year; if we did not get the appropriation naturally we would postpone until next year their coming into the yards.

MR. KELLEY. Could you do that without greatly impairing the efficiency of the dreadnaught fleet?

Admiral TAYLOR. They are now away from the yards.

MR. KELLEY. They are all in active service?

Admiral TAYLOR. Yes, sir. Some of them were taken away this last December before the repairs were completed.

MR. OLIVER. They are performing a necessary function in training their crews at present?

Admiral TAYLOR. I believe so.

MR. KELLEY. So that the need for the deficiency is not based primarily on the need for repairing the dreadnaughts, that is, you would naturally save out of the funds appropriated last year a sufficient amount to take care of these absolutely essential ships and if you are going to stop work on anything it would be on some of the smaller craft where there was work of less pressing need.

Admiral TAYLOR. That will undoubtedly be the policy, I presume.

MR. HICKS. Do the repairs being made on the *Arkansas*, the *Wyoming*, and the *New York* include repairs in connection with new fire control and the alteration of the arrangement of the bridge?

Admiral TAYLOR. Yes, sir.

MR. HICKS. Those repairs are essential for the efficiency of the Navy but not essential for the upkeep of the ships?

Admiral TAYLOR. That work is well in progress.

MR. KELLEY. How many predreadnaughts are at the navy yards now?

Admiral TAYLOR. All of them.

MR. KELLEY. And are they there for repairs or because of lack of men?

Admiral TAYLOR. The 13 predreadnoughts are all at navy yards now available for repairs.

MR. BROWNING. Where are they?

Admiral TAYLOR. At Boston we have the *New Jersey* and the *Virginia*; at Philadelphia we have the *Connecticut*, the *Kansas*, the *Louisiana*, the *Michigan*, the *Minnesota*, the *New Hampshire*, and the *Ohio*; that makes nine; then we have one at Norfolk and four at Mare Island.

MR. KELLEY. When we were considering the pay bill, I think the testimony disclosed the fact that these were tied up at the navy yards for lack of personnel. Now, is it because of lack of personnel or because of lack of proper equipment?

Admiral TAYLOR. They all need overhaul, but if we had plenty of men I think many of them would probably be in service.

MR. KELLEY. They would probably all be in service?

Admiral TAYLOR. I think not.

MR. KELLEY. Which ones are in need of repair to such an extent that they could not be used if you had the men?

Admiral TAYLOR. I would have to check that up.

**Mr. OLIVER.** Could you give approximately the number without designating the ships?

**Admiral TAYLOR.** I should say something under half of them—five or six of them.

**Mr. KELLEY.** Five or six of them would need to be repaired before they could be manned?

**Admiral TAYLOR.** Of course, we have been working on all of them—the funds permitted during this year from time to time, with the exception of some of those at Philadelphia; there is quite an accumulation at Philadelphia, and I think many of those have had no work done on them of late.

**Mr. KELLEY.** Out of your \$31,000,000 you would, of course, naturally expect to spend the greater part on the vital ships of the Navy, and I should think the pre-dreadnoughts would come within that class.

**Admiral TAYLOR.** We would spend it on the most urgent work. It is a little hard to say what are the vital ships. Oilers, for instance, are very necessary to keep the fleet operating.

**Mr. KELLEY.** I did not catch that.

**Admiral TAYLOR.** Oil carriers; and it is necessary at times to put an auxiliary ship ahead of a fighting ship because the auxiliary ship is essential to the fleet.

**Mr. KELLEY.** If you had to make a selection, you would select the ships that were most essential and keep those in repair?

**Admiral TAYLOR.** Naturally.

**Mr. KELLEY.** I will ask you this general question: Is this appropriation needed, in your judgment, to put the dreadnoughts and pre-dreadnoughts in commission, outside of the four or five pre-dreadnoughts you have mentioned?

**Admiral TAYLOR.** For them alone?

**Mr. KELLEY.** Yes; that is to say, taking the money you now have available in your department, \$10,000,000, or whatever it is, could you not lay aside other work that is not pressing in order to take care of these dreadnoughts and pre-dreadnoughts without this additional appropriation?

**Admiral TAYLOR.** I think we could do the bulk of the work on the dreadnoughts and pre-dreadnoughts, but not all of it, because this appropriation has to take care of all of the hull work on ships, and then as to the ships in commission we have to issue afloat a certain amount of material and supplies for the use of the crew, and that is a material factor which comes out of this. For instance, we figured that even if we did not get the deficiency our issues afloat could not be reduced materially; they run in the neighborhood of \$200,000 a month for the supplies carried on board ship and \$400,000 from the navy yards; so there is an expenditure of something like \$600,000 a month, which it is practically impossible for us to reduce. That is material which is issued on board ships for the crews themselves to use—equipment, and such matters.

**Mr. KELLEY.** That would mean about \$3,000,000 which you would have to spend in that way and would leave you \$7,000,000 out of the \$10,000,000 that you could use for repairs at the yards.

**Admiral TAYLOR.** Not altogether, because close to \$1,000,000 of that would have to be spent in connection with the classified service for

new ships, and a large part of \$1,000,000 would have to be spent in connection with the classified service in the operation of the yards.

Mr. KELLEY. That would be \$2,000,000 out of the \$7,000,000?

Admiral TAYLOR. Approximately.

Mr. KELLEY. Leaving \$5,000,000?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. Would \$5,000,000 be ample to put the dreadnoughts and predreadnoughts in shape?

Admiral TAYLOR. If we devoted it entirely to the dreadnoughts it would do the bulk of the work, but we have other ships to care for, so that we could not afford to devote it entirely to the dreadnoughts. We must take care of the destroyers, the submarines, and the other elements of the fleet. I do not believe it would be good policy to do that, but, as I say, those questions of policy are not settled by me.

Mr. KELLEY. There are 15 dreadnoughts and 13 predreadnoughts, making 28, and there is no possibility of putting those all in commission by the 1st of July?

Admiral TAYLOR. I think not.

Mr. KELLEY. Because of lack of men. Now, taking that into account, do you not think you could spread this \$10,000,000 in such a way as to take care of the fighting ships of the Navy and wait until after the 1st of July to repair the ships that are not quite so pressing?

Admiral TAYLOR. The trouble with that is that we will get to the 1st of July with a large accumulation of repairs and lame ducks which should have been taken care of this year, and would have been done in this year in the normal course. If you gentlemen would increase my estimates for next year by that amount I would be disposed to say yes; but I have not seen any indication that you are likely to increase them.

Mr. KELLEY. This deficiency, of course, is a new matter for our committee, and whether it is taken care of now or by increasing the appropriation in the regular bill for work that might be held back would be a matter for consideration. The only point I had in mind was whether or not that could be done without seriously interfering with these fighting ships in case you transferred some of this money to the fighting ships and held back some of the smaller craft until after the 1st of July?

Admiral TAYLOR. Our estimates for next year did not take into account the repairs of this year, and at that time we supposed we would at least get this amount of deficiency.

Mr. KELLEY. Where have you spent the \$21,000,000; I mean, on what type of ships?

Admiral TAYLOR. We have spent it on practically all types of ships; every ship in the Navy sooner or later gets some of this money, even ships that are in ordinary; every ship draws something from this appropriation, because she has a hull and we have to take care of the hull.

The CHAIRMAN. Are you spending any part of the money on the boats which you have offered for sale?

Admiral TAYLOR. No, sir; only when it is absolutely necessary to prevent loss to the Government; for instance, one of these subchasers sunk the other day, and we had to pay for getting her up.

The CHAIRMAN. We have over 300 110-footers which we have offered for sale, and very small amounts are bid for them. Evidently they are tied up somewhere.

Admiral TAYLOR. They require watchmen and require some care; in this cold weather you have got to be very careful that they do not burst their pipes and then sink.

Mr. KELLEY. How many destroyers have we in first-class condition?

Admiral TAYLOR. Of the 208 destroyers 108 are with the fleet, 50 are undergoing repairs, and 50 are out of commission or not yet delivered, so that we have about 50 at the navy yards.

Mr. KELLEY. You have 108 that are already with the fleet?

Admiral TAYLOR. With the fleet; yes, sir. Some of them need repairs, but we shift them from the navy yards to active service according to the destroyer commander's desire; he practically controls that.

Mr. KELLEY. You say you have 108 destroyers and that number will be augmented constantly by new ones coming in?

Admiral TAYLOR. Fifty-four with each fleet is the estimated number we will have next year, and we contemplate during the year 1921 208 destroyers.

Mr. KELLEY. Then, so far as any repairs are concerned before the 1st of July, you could get along all right as to the destroyers, because of the large number we have of that type, could you not?

Admiral TAYLOR. We are constantly getting new ones, and that involves some expense on this appropriation, because a new destroyer has to draw her first outfit of equipment and supplies from C. and R. This is a maintenance appropriation.

Mr. KELLEY. How large an item would that be for a new destroyer?

Admiral TAYLOR. It will probably amount to \$700,000 or \$800,000 for the rest of the year.

Mr. KELLEY. That is for all the destroyers that are coming in?

Admiral TAYLOR. Yes, sir; we do not know exactly how many we will get.

Mr. KELLEY. How many will come in before the 1st of July?

Admiral TAYLOR. Somewhere between 30 and 40, I think. There is a big accumulation of destroyers on the west coast which has been held up for several months on account of a strike and they are just beginning to come in.

Mr. KELLEY. With 108 destroyers already in commission and with 40 or 50 new ones coming in you will not need to worry much about our destroyer force if you do not get this appropriation?

Admiral TAYLOR. No; the 208 include two destroyer forces of 104 with each fleet; of that number 50 are undergoing repairs and 50 are out of commission or not yet delivered; that will mean about 104 out of commission and 30 not yet delivered or vice versa.

Mr. KELLEY. We must have a large number of submarines that are almost entirely new.

Admiral TAYLOR. About 25 submarines are at the navy yards, and about 25 are out of commission or in ordinary—and those are the older small ones—and 70 are with the fleet or not yet commissioned.

Mr. KELLEY. And those 70 must be the ones that have been finished within the last two or three years?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. And their condition would be pretty good; that is, it would not be so very urgent to make repairs on them?

Admiral TAYLOR. All submarines have a great deal of wear and tear.

Mr. KELLEY. I know that is true.

Admiral TAYLOR. They are unusually subject to wear and tear, apparently.

Mr. KELLEY. But you would not think that our submarine fleet would be put to a tremendous disadvantage if you did not have this money before the 1st of July, would you?

Admiral TAYLOR. There would be an accumulation of repairs on the submarines.

Mr. KELLEY. We could take care of that in the regular bill, but I am speaking now of this deficiency.

Admiral TAYLOR. You could, but I am rather skeptical as to whether you would, judging from my experience with the committee the other day.

Mr. KELLEY. I think you can look to us in the regular appropriation bill for anything that is necessary to keep the ships of the Navy in good shape.

Admiral TAYLOR. We are in the condition now of a man who gets, you may say, a monthly income and does not pay his bills at the beginning of the month, which is a very bad condition for a man with a fixed income.

Mr. OLIVER. If you were assured of an appropriation sufficient to provide for the repairing of these ships in the next appropriation bill, could you do without this deficiency appropriation?

Mr. KELLEY. And would it interfere with the efficiency of the fleet?

Admiral TAYLOR. It would probably cost more when we did it. Of course, we would put it off because we would have to; but I think it would be a very bad policy.

Mr. KELLEY. What I think Mr. Oliver has in mind is this: Could it be done without interfering with the efficiency of that part of the fleet that will be put in commission and kept in commission?

Admiral TAYLOR. I am not certain as to what we would commission and keep in commission, but at any rate we would have a lot of accumulated repairs, which, from my point of view, is very objectionable, and it would cost something more in the end because it is much better to do the work when it is needed than to let the repairs hang over.

Mr. LUFKIN. Every month of delay means increased expense. does it not?

Admiral TAYLOR. I think so; yes, sir.

Mr. HICKS. If a lot of this is for these new improvements, why would delay necessarily cost more in the future than right now?

Admiral TAYLOR. For the new improvements it would not cost more, but I am speaking now of the repairs.

Mr. KELLEY. The Secretary, and everybody else, has testified over and over before the committee that the bulk of the ships of the Navy is really laid up not for lack of repairs but for lack of men, and we have just passed a bill through the House—but which has not yet been taken up in the Senate—increasing the pay of the men so as to help along that line. Now, the question is whether or not these repairs would not come along in time if the men were supplied in the regular course of events.

Admiral TAYLOR. I am afraid that when you got the men the ships would not be available, and that they would be still hanging around the navy yard. We want to get them away from the navy yards.

Mr. HICKS. What would you do with them if you got them away from the navy yards?

Admiral TAYLOR. I assume that there will be an improvement in the situation with regard to the men.

Mr. HICKS. I can not see the necessity for having them in the fleet right away.

Mr. PADGETT. They must be out having exercises and drills.

Admiral TAYLOR. It is bad to have ships hanging around the navy yards if we can get them away.

Mr. KELLEY. Have you read this letter from the Secretary of the Navy?

Admiral TAYLOR. I heard it read; yes, sir.

Mr. KELLEY. I want to call your attention to this portion of the letter:

"By my frequent representations of the urgent need of additional funds for completing the essential post-war repairs and alterations on our capital ships and the requisite destroyers, submarines, and other craft that go to make up our well-rounded fleet, I have tried to refrain from alarmist predictions and to present the case of the Navy's needs in temperate language and without exaggeration. The detail facts are set forth in the correspondence referred to above, and I have been at personal pains to verify those facts. In the present condition of the funds, there is no possibility of completing work this fiscal year on 6 of our 15 dreadnoughts; none of our 13 predreadnoughts can be refitted; nor any of the 7 armored cruisers which require repairs.

I think the Secretary must have been misinformed on that.

Admiral TAYLOR. That depends on the policy and how you disburse the money.

Mr. KELLEY. He says that there is no possibility of completing the work on these dreadnoughts. Now, naturally, the policy which should be followed would be to finish them, and let some of the work of lesser importance go until some other time.

Admiral TAYLOR. Four or five of those dreadnoughts--I think it is four, although it may have been five--left the navy yard with work uncompleted. I do not know about that. I did not write the letter, and I am not familiar with the details of it.

Mr. KELLEY. The Secretary, of course, had to get his information from the bureaus, and from other sources, and the Secretary has the same chance of getting the wrong impression sometimes that the rest of us have. I was wondering if you subscribed to that statement, that there is no possibility of putting those six dreadnoughts in shape for service unless this deficiency appropriation is made?

Admiral TAYLOR. My impression was that it was the intention to get those dreadnoughts back to the navy yards, if possible, during this fiscal year and complete the repairs on them.

Mr. KELLEY. Only three of them are with the fleet?

Admiral TAYLOR. At the moment, yes, sir; but they have not been with the fleet very long.

Mr. KELLEY. What about the armored cruisers? Is it important that we get those ships out by the 1st of July?

Admiral TAYLOR. As to the armored cruisers, of the eight armored cruisers one is with the Asiatic Fleet, one is in European waters, and six are at the navy yards.

Mr. KELLEY. How long have those six armored cruisers been at the navy yards, and at what yards are they?

Admiral GRIFFIN. One is at Portsmouth, two are at Philadelphia, and three are at Puget Sound.

Mr. KELLEY. Are they undergoing repairs?

Admiral TAYLOR. There are a number of repairs authorized on them, but very little is being done on them.

Mr. KELLEY. What is the nature of the repairs that are required on those ships?

Admiral TAYLOR. General overhauling. Those ships were engaged in transporting troops, and I think they were kept in that service quite late. I do not believe they were turned back until after the 1st of July last. Admiral Griffin may remember more about them.

The CHAIRMAN. Have any surveys been made of them?

Admiral TAYLOR. Yes, sir.

Mr. LUFKIN. Right at that point, it has been stated that one of the principal reasons or necessities for this deficiency is the fact that the Navy Department did not realize, until those ships were taken from the transport service, just how badly out of condition they were. Is that a fact?

Admiral TAYLOR. I think there is something in that. The people on the ships were very optimistic as long as they were working in the transport service, and said that they were going fine, but when the strain was off I think they found that the ships were not in as good condition as they thought.

Mr. LUFKIN. They were kept running constantly, were they not?

Admiral TAYLOR. Both of them, I believe, the cruisers and old battleships—

Mr. KELLEY (interposing). All of those cruisers are old ships?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. We could get along all right without those cruisers, could we not?

Admiral TAYLOR. We could get along all right, but—

Mr. KELLEY (interposing). I do not mean it in that sense.

Admiral TAYLOR. It is to some extent a question of opinion. My opinion is that we ought to do the work each year that is appropriate to that year, and not let it hang over. It is better for the ships and better for the Navy decidedly.

Mr. KELLEY. There must be a good many of those old ships that we ought to stop making repairs on before long.

Admiral TAYLOR. That is the policy that the department has adopted. A number of the old ships are only given enough repairs to keep them going. There are a number of other ships on which no improvements are to be made.

Mr. HICKS. Some of those ships will go off the list, will they not?

Admiral TAYLOR. I hardly think so. These armored cruisers are not very old ships. They are about of the date of the *Virginia* class. I think you appropriated for them at the same time you appropriated for the *Virginia* class, and we have no large representation of them in the service. They will be crossed off, I presume, after five or six years, when the battle cruisers come along, but at the present time they are the only representation of that type which we have. They are not high-class battle cruisers, but they are the nearest approximation to them that we have.

Mr. HICKS. If they are so nearly obsolete, of what especial value are they to our big fleets? What advantage would it be to have them attached to the fleets?

Admiral TAYLOR. They have speed. They have higher speed than battleships of the same date, and they still retain some of the qualities that they had at the time they were built, relatively. They can be used for scouting purposes and for various purposes in a fleet. They are not vessels which would lie in the line of battle, and they were never intended for that. I might say in reference to these scout ships, that England put everything of that kind into service with the fleet in the war.

Mr. KELLEY. What is England's attitude toward keeping old ships in repair?

Admiral TAYLOR. They are scrapping a good many of the older ships.

Mr. KELLEY. Is not everything being held up temporarily, both the way of men and ships?

Admiral TAYLOR. No, sir; not altogether. I saw last spring one of the latest ships, or a comparatively new ship, and they had docked and were making radical improvements on her.

Mr. KELLEY. Somebody testified here that they had only fifty or sixty thousand men in the Navy, and that the rest had been temporarily laid off. I imagined that their repairs and everything else had been held up for the time being.

Mr. PAGEET. That was with reference to a newspaper report.

The CHAIRMAN. I asked Admiral Washington about that, and he said that they have a suitable reserve.

Mr. KELLEY. It was stated that they are also allowing their officers to take long leaves of absence. It was stated that that was the policy that they had put into effect for the present because of the tremendous load of debt.

Admiral TAYLOR. There may have been a change of policy since May, but at that time I know that they were entirely remodeling a new ship and making extensive improvements on her. I was told that they were going to do the same thing with one or two others of the same class.

Mr. KELLEY. You probably have made a survey, or will soon make a general survey, of all the ships with a view to ascertaining which are under the new policy of not keeping unnecessary ships, may be scrapped and gotten out of the way, with a view to reducing this load of repairs. The older a ship is, I suppose, the more repairs it will have to put on it.

Admiral TAYLOR. Not always; it depends on the service.

Mr. KELLEY. And what is required to keep it going?

Admiral TAYLOR. Yes, sir; to keep it going.

Mr. KELLEY. Have you any policy in mind as to cutting ships off the list, and do you know how much money you could save in repairs by scrapping ships that have not much military value?

Admiral TAYLOR. We based our estimates for next year upon the list of ships supplied us by Operations to be taken care of, and that contemplates selling as much as possible of the small stuff and getting rid of obsolete ships. We had supplied us in September for the purpose of making our estimates a list of the ships which Opera-

tions contemplated recommending be kept in the service during 1921. As I explained to the committee the other day, that was the basis of our estimate for 1921.

Mr. KELLEY. Are there any of those cruisers that could not be used in an emergency right now?

Admiral TAYLOR. I can not say positively, but so far as Construction and Repair work is concerned, I do not believe there is.

Mr. KELLEY. There are no dreadnoughts that could not be used in an emergency?

Admiral TAYLOR. So far as construction and repair work is concerned, I believe there are none, except that there may be one of those at Puget Sound that may be rather torn to pieces.

Mr. KELLEY. How about the 13 predreadnoughts? All of them could be used quickly if they were required in a hurry, could they not?

Admiral TAYLOR. The 13 predreadnoughts were all in service before they went to the yards, and I presume they have not deteriorated very much. Admiral Griffin stated that one of them had broken a shaft, and I presume it could not be used.

Mr. KELLEY. How many destroyers will we have in commission and how many could we count on getting ready quickly?

Admiral TAYLOR. There are 108 with the fleets, according to my memorandum, and I presume that in an emergency we could commission 50 more.

Mr. KELLEY. How many submarines could we start out if we needed them for quick action?

Admiral TAYLOR. That would only be a guess. We have 60 or 70 with the fleet and about 25 at navy yards undergoing repairs. There are about 25 out of commission in ordinary and something like 25 more could be commissioned in a reasonably short time.

Mr. BROWNING. Have we any large submarines built yet?

Admiral TAYLOR. The 800-tonners—yes, sir.

Mr. BROWNING. I mean the 1,200-ton boats.

Admiral TAYLOR. The *Schley* or the AA-1 has been completed. She was completed the other day. She is the largest we have.

Mr. BROWNING. Has she had her trial trip?

Admiral TAYLOR. Yes, sir.

Mr. BROWNING. Was it successful?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. If you do not get this extra \$3,000,000 will it be necessary to discharge 13,900 skilled mechanics at the navy yards?

Admiral TAYLOR. That was the estimate we made and supplied to Mr. Good. The number was between thirteen and fourteen thousand.

Mr. KELLEY. That is the most serious part of this whole proposition, is it not?

Admiral TAYLOR. I do not think so. So far as I am concerned, my recommendation that I have made is on the basis of employing men but it is entirely on the need of repairs.

Mr. KELLEY. If the ships are not repaired now, 13,900 of those men will have to go?

Admiral TAYLOR. They have already gone, I expect.

Mr. OLIVER. How many have gone?

Admiral TAYLOR. Even if we do get this, in any case, there would be a reduction on the 1st of February.

Mr. OLIVER. How many would go out even if you get this money?

Admiral TAYLOR. I can only speak for C. & R. on that, and my estimates were about 1,500 if we got the money, and 4,500 if we did not. I presume that we would have about 40 per cent of it. I presume it would be between 3,000 and 4,000, taking all of the bureaus.

Mr. OLIVER. Do you mean to say that 4,000 would go anyway, even if you got the money?

Admiral TAYLOR. Yes, sir. What we have done is to make the allotment on the 1st of February on the assumption that we will not get the money, which requires the commandants to reduce forces to suit.

Mr. OLIVER. Of course, so far as the men are concerned, there would be no trouble about getting employment in the cities where they are living, like New York and Philadelphia.

Admiral TAYLOR. I am not advised as to that. There is a steady reduction going on in the shipbuilding business all over the country. The large shipyards have reduced their forces, and some of the smaller shipyards are going out of business. As the Emergency Fleet work is completed this spring, there will be a large reduction. I believe that by the 1st of July the number of men employed in shipbuilding in this country will probably not be over half the number that were employed in July, 1919.

Mr. OLIVER. You expect to have a very large reduction below the number you have now under the new bill?

Admiral TAYLOR. Not a very large reduction, if we get what we have estimated. Our estimate for this year is \$27,900,000 as against \$31,000,000 for last year.

Mr. KELLEY. If we do not give you this \$3,000,000, you will ask for about \$30,000,000 in your appropriation bill for repairs?

Admiral TAYLOR. I think we will need more than that. Three million two hundred and fifty thousand dollars added to \$27,900,000 make over \$31,000,000.

Mr. KELLEY. It would be about what you had last year?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. This \$31,000,000 is entirely for repairs?

Admiral TAYLOR. That is the working appropriation for Construction and Repairs. It is primarily for repairs.

Mr. KELLEY. That has nothing to do with new work?

Admiral TAYLOR. Except in the matter of the classified force that I spoke of.

Mr. KELLEY. Then, this has really no bearing on whether or not we should stretch out the work of finishing the new ships?

Admiral TAYLOR. None at all.

Mr. KELLEY. This is purely a repair proposition?

Admiral TAYLOR. We provide out of this appropriation for the care of the hulls; we supply all the consumable stores and consumable equipment, such as anchors, chains, boats, etc. It is all a maintenance proposition.

Mr. BROWNING. How many men did you say had been discharged?

Admiral TAYLOR. We figure that it will be necessary on the 1st of February to reduce the total force in the navy yards under this appropriation somewhere in the neighborhood of 4,500.

Mr. BROWNING. You have not discharged anybody yet?

Admiral TAYLOR. We have made the allotments for February, and it will necessitate that reduction. It may be possible in some cases that as the increase of the Navy work comes in to transfer some of those men to increase of the Navy work, but it will be necessary to take them off this maintenance appropriation.

Mr. KELLEY. Then, you would not really reduce the forces in the navy yards?

Admiral TAYLOR. I do not think that very much of that can be done, because you may have a lot of shipwrights doing work on the old ships, while the new ships will probably not require shipwrights. However, we are constantly discharging men from the force, because for instance, the shipwrights may run out of work and we can not balance the work to suit the force.

Mr. KELLEY. This repair business would not help you, particularly, in keeping this organization together for a few months?

Admiral TAYLOR. It would help some, but it is not a vital factor, because, if you will take Philadelphia, for instance, and it will necessarily expand with the new construction. At present Philadelphia is our biggest repair yard. That yard has done more repair work during the last six months than any other yard, but has done comparatively little new work.

Mr. KELLEY. The Secretary speaks here about the present industrial organization of the navy yards and the necessity of keeping that organization up. Why would it be necessary to keep the present industrial organization up to any such extent as we have had it during the war?

Admiral TAYLOR. So that we may be able to do this work. If this work is to be done sooner or later we must have people to do it.

Mr. HICKS. Admiral, what I am trying to get at is this: Of this \$3,250,000 which they are attempting to put into the appropriation bill, but which I do not think will be put in, how much do you think would be required for the ordinary repair of ships, and how much would be used for permanent repairs, by which I mean the rearrangement of bridges, the installation of fire control, and things that go to improve the efficiency of the Navy, but that do not pertain so much to the upkeep of the ships?

Admiral TAYLOR. As regards that particular amount, Mr. Hicks, if we have not enough money we will be compelled to restrict the expenditure to straight upkeep and emergency repairs, so that a majority of this \$3,250,000 would go to work that would increase the military efficiency of the ships.

Mr. HICKS. So that you would allow \$1,500,000 to increase the efficiency of the ships, and a little over \$1,500,000, probably, for the ordinary maintenance of the ships?

Admiral TAYLOR. I think that would be a reasonable estimate.

Mr. HICKS. So that, as a matter of fact, the only detriment that would sustain by not having that \$3,250,000 would be that you would not have the ships quite as efficient as you would like to have them, provided you had \$1,500,000 for ordinary upkeep?

Admiral TAYLOR. That would be the main effect—loss of efficiency. Of course, with regard to certain work, and particularly work which has been started, it may be that we would complete it, and a lot of ships would fall into a worse condition of repair. It would be a question to decide in each case by the facts.

**Mr. HICKS.** It would be a question of policy, too.

**Admiral TAYLOR.** Yes, sir; a question of policy.

**The CHAIRMAN.** Admiral, you do not see how in the immediate future it will be desirable to make a further reduction in this item for the repair and preservation of vessels. You do not want it reduced next year?

**Admiral TAYLOR.** I do not believe you could afford that.

**The CHAIRMAN.** If I have your view, and I think I have, you do not believe that you could make any material reduction in this item for the repair and preservation of these ships so far as the appropriation for construction and repair is concerned?

**Admiral TAYLOR.** Not when you consider that in the last normal year, if I may put it so, this appropriation was, I believe, in the neighborhood of \$12,000,000. Although we find it difficult to realize it, we are forced to the conclusion that it costs twice as much to do a job as it did at that time. Therefore, it would cost us \$24,000,000, approximately, to do the same work, taking no account of the growth of the Navy. I think it is very reasonable to say that we will have a 50 per cent increase in the Navy as regards expenditures under this appropriation, which would make an appropriation of \$36,000,000 comparable with the appropriation of \$12,000,000 in 1916. Therefore, if we keep our ships as we have kept them up in the past, I believe I am safe in saying that this appropriation can not be materially reduced for some years to come.

**Mr. OLIVER.** That would mean an appropriation of \$36,000,000 for your bureau?

**Admiral TAYLOR.** Yes, sir; I was speaking of that appropriation entirely.

**Mr. OLIVER.** How much would that ordinarily carry for yards and docks in connection with this work of your bureau?

**Admiral TAYLOR.** That is rather hard to say. Roughly speaking, our construction and repair appropriation is about 40 per cent of all the maintenance appropriations.

**Mr. OLIVER.** What is the proportion of steam engineering?

**Admiral TAYLOR.** It is also about 40 per cent.

**Mr. PADGETT.** Leaving 20 per cent to be distributed among the other bureaus?

**Admiral TAYLOR.** Yes, sir.

**Mr. OLIVER.** So that the appropriations for your bureau, Steam Engineering, Supplies and Accounts, and Yards and Docks for maintenance and repairs would amount to about \$100,000,000?

**Admiral TAYLOR.** It would be something less than that. It would be between eighty and ninety million dollars.

**Mr. OLIVER.** It would be \$36,000,000 for your bureau and \$36,000,000 for Steam Engineering, making \$72,000,000.

**Admiral TAYLOR.** The total would be about \$90,000,000. That is on the assumption that the present high prices continue.

**Mr. OLIVER.** Where are you doing new construction work?

**Admiral TAYLOR.** We are doing some new construction work at practically all the yards—Portsmouth, Boston, New York, Philadelphia, Norfolk, Charleston, Mare Island, and Puget Sound.

**Mr. OLIVER.** What are you doing at Charleston and Portsmouth?

Admiral TAYLOR. At Portsmouth we are building a number of submarines, and at Charleston we are building two gunboats and one destroyer.

Mr. OLIVER. Then, at Philadelphia you are building one cruiser?

Admiral TAYLOR. At Philadelphia we are building a hospital ship, a destroyer tender, two battle cruisers, and a submarine tender.

Mr. OLIVER. What are you building at New York?

Admiral TAYLOR. At New York we are building one battleship and laying down two more.

Mr. OLIVER. What are you building at Mare Island?

Admiral TAYLOR. At Mare Island we are finishing one battleship, which was launched the other day, and another one is under order.

Mr. OLIVER. Are any large ships being built at Puget Sound?

Admiral TAYLOR. There are no large ships at Puget Sound. We are building auxiliaries there, a repair ship, and two ammunition ships.

Mr. OLIVER. Are you building any large ships at Norfolk?

Admiral TAYLOR. A battleship.

Mr. OLIVER. The men you dismiss on February 1, even if this appropriation is given, will not reduce the new construction, of course, but will only be on the repairs?

Admiral TAYLOR. Yes, sir.

Mr. OLIVER. And the same has applied really to the 20 per cent reduction. They have been taken from the repairs and the mechanical force, as I understand it?

Admiral TAYLOR. Primarily. We have been steadily increasing the new construction work.

Mr. OLIVER. How many ships have you at the navy yards now undergoing repairs upon which you will make monthly expenditures out of this appropriation?

Admiral TAYLOR. At Portsmouth, of all kinds, we have 20.

Mr. OLIVER. All of those ships you contemplate keeping in active service in the Navy?

Admiral TAYLOR. No. There are a number of mine sweepers there in reserve—2 cruisers and 9 destroyers of the active fleet and 8 mine sweepers and 1 supply ship in reserve. At Boston we have 10 active vessels, 4 submarines, and 3 vessels in reserve.

Mr. OLIVER. And at New York, Norfolk, and Philadelphia?

Admiral TAYLOR. We have 13 at New York active and 7 in reserve; at Philadelphia we have 11 active, 7 submarines in addition, and 1 that is in reserve; at Norfolk we have 10 active and 6 in reserve; at Charleston, 6 active, 5 submarines, and 9 in reserve; at New Orleans we have 1 mine sweeper; at Mare Island, 16 active and 2 submarines; and at Puget Sound we have 7 active.

Mr. OLIVER. What is the total number of active and those in reserve?

Admiral TAYLOR. I have not that added. I have them for each yard. I have a statement divided by classes of vessels, battleships, cruisers, etc.

Mr. OLIVER. Could you furnish me with a copy of that statement?

Admiral TAYLOR. Yes, sir; certainly.

Mr. OLIVER. How long do you estimate it would take to complete the repairs on these ships?

Admiral TAYLOR. If we had the money, all of these ships would probably be out some time next summer—they would be coming in—*but*—naturally some of the ships in active commission would be replacing them.

Mr. OLIVER. So really you will find it necessary to delay work on any of these ships owing to the fact that other ships will be coming in on which it will be very important to make the repairs at once and this will result in delay on some of the ships you have mentioned?

Admiral TAYLOR. We always have this emergency work crop out. There is always something which happens. It is almost impossible to keep up a definite schedule at the yards, because something happens and a ship has to be fixed up.

Mr. OLIVER. You do not plan completing the repairs on all of the ships you have mentioned at the yards during 1921?

Admiral TAYLOR. Yes, sir; but not during 1920.

Mr. OLIVER. You will finish all the repairs during 1921?

Admiral TAYLOR. Yes, sir. Some of those in reserve may be kept in reserve during the year and they may be held up.

Mr. OLIVER. Owing to the lack of skilled artificers and mechanics to what extent do you find that the battleships, destroyers, and submarines are required to have work done in the yards that ordinarily would be done by the crews?

Admiral TAYLOR. It is very difficult to state that quantitatively. We know that the present crews, short in many cases, are not experienced in most cases and do not do as much to keep up the ships as the experienced crews. On the other hand, there is a factor on the other side, which is that when the ships are not in active service there is less wear and tear. It is very difficult to evaluate those two factors, but, in my opinion, a ship really suffers more with a reduced crew than when she has a full complement, so far as the hull work is concerned.

Mr. OLIVER. If we had the ships which are in active service manned by skilled personnel and the required number of skilled mechanics in all of the ratings it would, in a measure, lessen the repair work you are required to do?

Admiral TAYLOR. I believe it would.

Mr. OLIVER. I notice this statement made by Admiral Griffin:

"The reduced condition of the enlisted personnel, especially in the artificer rating, has made it necessary to do in navy yards much overhauling and repair work which has heretofore always been done by the ship's mechanics and has had to correspondingly increase the expenditure for repairs."

Do you think that is correct?

Admiral TAYLOR. Yes, sir. I think Admiral Griffin suffers from just more than the hull; the machinery is slightly different.

Mr. OLIVER. If the increased-pay bill passes and we should be able to secure as the result of it a number of skilled men who have left the Navy, and with whom we could man these ships, would not that be a factor in hastening the repair work on many of these vessels?

Admiral TAYLOR. Not unless you got them in full commission. If you assume that, it would relieve the situation to some extent; but, as I say, as regards the construction and repair work, it is hardly practicable, as a rule, aboard ship to do as much of the repair work, as in connection with the machinery work.

Mr. OLIVER. To what extent have the ships that have been manned by comparatively green crews suffered as a result of lack of experience on the part of the crews?

Admiral TAYLOR. I have not statistics which would justify any numerical statement. They have suffered in some cases due to the inexperience of the men.

Mr. OLIVER. In view of the fact that we have only 100,000 men in the Navy and perhaps 15,000 of that number will be discharged within the next few months, and that 65 per cent of that number are men who have come into the Navy since the armistice was signed, it is a problem to train these men so as to provide competent personnel for all of these ships?

Admiral TAYLOR. Naturally.

Mr. OLIVER. In other words, the action of Congress in ordering the immediate discharge of those men who enlisted for the duration of the war, has largely reduced your personnel, and the taking in of this large number of young boys has in itself made it a difficult problem to train them and provide proper personnel for the ships, has it not?

Admiral TAYLOR. It is obviously going to be very difficult to get experienced men when you have them not.

Mr. OLIVER. Following up the line of thought suggested by Mr. Kelley, the very fact that we are facing this personnel problem would suggest that we are going to be somewhat delayed in placing these ships in full commission even though they are immediately repaired, does it not?

Admiral TAYLOR. I do not know just how the coordination would be. Of course, we would not immediately repair all of them anyhow; the repairs and conditioning would be spread out over a period of time.

Mr. OLIVER. If the Bureau of Operations, recognizing the personnel problem which they are facing, should conclude that for the time being they would not direct that so many ships be kept in active commission to what extent would that justify you in delaying the repair of some of the ships that are now ordered to be in active commission?

Admiral TAYLOR. That would result in just the condition which I am apprehending, that we would have an accumulation of repairs. The mere fact that these ships must be manned by inexperienced crews in many cases renders it desirable that the matériel should be in first class condition. Experienced men can get along better with somewhat inferior matériel than the inexperienced ones.

Mr. OLIVER. You have a great number of ships at the different yards. You have some ships, of course, such as your battleships, your destroyers, and your necessary auxiliaries to go with the fleet that you give preference to?

Admiral TAYLOR. On a great many of the ships that I gave you there is practically nothing being done. We arrange the ships in each yard in the order of preference, which is fixed by operations as they need the ships, and the commandant is given a certain amount of discretion as to how he shall divide the money. He is not given any discretion as to the work to be done; that is all provided for. He is given some discretion as to the order in which he shall take up the different jobs. That is necessary, because he may have, we

will say, 10 shipfitters only and he may have an ample supply of joiners so he can push ahead the joiner work. He may not be able to get more than 10 shipfitters. There are a number of problems that come up which we have to leave to the local people; they have to be given a certain amount of latitude.

Mr. PADGETT. You do prescribe the extent and character of the work that is to be done in the yard?

Admiral TAYLOR. Yes, sir; there is no work, except urgent repair work, undertaken until the ship has been gone over by a board of officers, generally the board for the inspection of ships, which goes over and prescribes what shall be done. Then a local board makes a report as to what that will cost. The commandant is not given a free hand to spend the money as he thinks best; he has to spend the money according to the approved work.

Mr. OLIVER. Even if granted this deficiency appropriation, there will still be at these different yards quite a number of ships that you will not be able to do but little work on for months to come?

Admiral TAYLOR. We have an accumulation of work to be completed this year and there will, in any event, be work accumulating.

Mr. OLIVER. And there are a lot of ships on which you are doing no work at all because you give preference to other ships?

Admiral TAYLOR. Yes, sir.

Mr. OLIVER. And that will continue, perhaps, during this fiscal year?

Admiral TAYLOR. It will; certainly.

Mr. OLIVER. These men whom you will discharge on February 1 all come from the repair force?

Admiral TAYLOR. Practically all.

Mr. OLIVER. If this appropriation is not given and you find it necessary to cut the number to 13,000, they would come from the repair force?

Admiral TAYLOR. Yes, sir; practically.

Mr. KRATS. Not strictly mechanics engaged on repair work?

Admiral TAYLOR. No; they are all men who would be paid from the construction and repair, maintenance, and machinery, which is Steam Engineering. In the yard we do not separate the force; interchange is necessary, between the men doing new work and the men doing work under the maintenance appropriation; they are not organized separately for the two classes of work to any extent.

Mr. OLIVER. To what extent, Admiral, has the 20 per cent reduction since the armistice enabled you to weed out the inefficient?

Admiral TAYLOR. I can not speak of that from personal knowledge, but I think it has been sufficient to enable many of the inefficients to be weeded out. In addition to that, I think, as I mentioned before, even when we maintain a constant force each branch of the force may not be steady, they may be taking on men this month and discharging men next month—there is a certain turnover going on all the time. We have in the navy yards a fairly large turnover. We had a very large turnover during the war and we still have a turnover.

Mr. OLIVER. Do you find when it becomes well understood at the yards that you will be required from time to time to reduce the force that it is helping improve efficiency?

Admiral TAYLOR. I think that is the tendency, but I do not handle the yards directly so as to be able to speak with authority.

Mr. OLIVER. Has that been reflected in reports which you receive from the yards as to the results now obtained?

Admiral TAYLOR. My information, which is not official, is that there has been an improvement in the yards.

Mr. OLIVER. So really, then, the reduction of force has, in a measure, helped out the efficiency of the men who remained?

Admiral TAYLOR. It has had that tendency, I believe.

Mr. OLIVER. And this other reduction which you are making on the 1st, since it was understood some time ago that a certain number would have to be dropped, has in itself reflected efficiency on the part of the entire personnel, because no notice in advance was given as to the men you would drop?

Admiral TAYLOR. No, sir. The men to be dropped are selected locally by the local authorities; they are required to drop the least efficient.

Mr. OLIVER. Mr. Padgett suggests that I ask you whether or not the efficiency continues or do they readily drop back to the old method after the dismissals?

Mr. PADGETT. That is, do those who remain drop down to the old standard?

Admiral TAYLOR. That is a very difficult question to answer. It is somewhat hypothetical. I believe the tendency is not. This question of inefficiency of labor is not restricted to the navy yards; there is great complaint from the private yards and all over the country.

Mr. OLIVER. It is purely a common-sense proposition. If it becomes evident in any department of work that the demand for men in that department will not be so great in the future as now, that does stimulate better work?

Admiral TAYLOR. I think as long as human nature is what it is that that is inevitable.

Mr. OLIVER. I remember during the war—I can not now mention the party—but in a public hearing the statement was made to us that the efficiency of the employees at the yards was very low.

Mr. PADGETT. Admiral Parks stated that it was 65 per cent. My recollection is that in the hearings upon two occasions heretofore Admiral Parks stated that on the eight-hour basis the product that had been costing him \$1 was at that time costing him \$2, and that he was unable to get two-thirds of the amount of the product for the \$2 that he had formerly gotten for \$1.

Mr. OLIVER. With the amount you now have on hand, Admiral, you will be able to complete the repairs on the capital ships and on the important auxiliary ships and on the predreadnoughts before the end of the present fiscal year?

Admiral TAYLOR. Not as regards the predreadnoughts. There is a large number of them and a large accumulation of work. There are 13.

Mr. OLIVER. How many of those would you be able to complete?

Admiral TAYLOR. It would be difficult to say; about five or six.

Mr. OLIVER. The others could actually go to sea now, if they had the personnel?

Admiral TAYLOR. They could move as far as the hull work is concerned; I do not know about the machinery.

Mr. OLIVER. What special class of ships would materially suffer if we do not get this deficiency appropriation now and if the necessary response is given in the 1921 bill, available on July 1?

Admiral TAYLOR. I think we would have to go over the list and show how they measured up—the machinery and hull repairs. What we would do, I presume, would be to take care of the ships which are kept in order for the least amount of money, so as to get the best ships for the money. That would be extended to practically all classes—that is, some predreadnoughts, some dreadnoughts, some cruisers, and so on. I believe that would be the best policy.

Mr. OLIVER. So while probably there is some deterioration by postponing repairs, many of the repairs must be postponed, and that deterioration is in a measure met by the fact that where the ship is not in commission with improperly trained personnel it deteriorates very rapidly sometimes under their care?

Admiral TAYLOR. It is liable to; but so far as the hull work is concerned, with skilled officers I do not think there is likely to be so much deterioration from improperly trained personnel as with the machinery where they have operating troubles. We have a comparatively small amount of operating machinery on board.

Mr. OLIVER. Of course, there is a corresponding saving of wear and tear where the ship is not being operated?

Admiral TAYLOR. Yes, sir.

Mr. PADGETT. Boiled down to a concrete proposition, it is a case of making the appropriation now and doing the work now or postponing the work until afterwards and doing the same amount and some additional amount for the delay?

Admiral TAYLOR. That, I think, is the case. I do not think that we contemplate any unnecessary work. In fact, it has been the policy of the department to reduce the work on the ships to the minimum.

Mr. PADGETT. If you do not do it now and it is postponed, there will be an increased amount of cost over what it would cost to do it now?

Admiral TAYLOR. In a number of cases of repairs it would.

Mr. KELLEY. You contemplate allowing a certain percentage of these ships to wait for repairs, anyway. Of course, you are limited by the appropriation. You do not feel that you can do all of them at one time?

Admiral TAYLOR. The original estimate was for \$18,000,000. I believe it was cut in two when the bill was reported to the House last September, and the fact that it had been reduced to that amount was one of the principal reasons why the department recommended only that had been passed in the bill before.

Mr. KELLEY. You really are only providing for the repair of one-half.

Admiral TAYLOR. We could utilize to advantage more money.

Mr. KELLEY. You could spend almost \$20,000,000 before the 1st of July?

Admiral TAYLOR. Not before the 1st of July; no, sir.

Mr. PADGETT. You could have spent \$18,000,000 if you had gotten it some months ago?

Admiral TAYLOR. Taking all of the expenditures, not only for repairs but the expenditures for maintenance aboard ship, we have been

spending for the last seven months about \$3,000,000 a month out of this appropriation. We could continue to spend that to advantage, without doubt, for the rest of the year, which would make \$5,000,000 appropriation. We asked for \$6,500,000 originally.

Mr. OLIVER. Is not the question of overhauling a ship more one of time and expediency than that there is actually any trouble with the ship?

Admiral TAYLOR. It is to some extent. We try to arrange the overhauling naturally so that the work is done at a steady rate. That is more economical and better for all concerned.

Mr. OLIVER. A good part of the repairs is just the usual annual overhauling?

Admiral TAYLOR. Yes, sir.

Mr. OLIVER. The regular overhaul?

Admiral TAYLOR. Yes, sir.

Mr. OLIVER. And this is a preventive policy rather than a corrective one?

Admiral TAYLOR. It is very advantageous to have the overhaul in the year when it is due also. The trouble is that the annual overhaul is being allowed to slip back into the following year.

Mr. KELLEY. Still, if a ship is not to be used because of the lack of crew it would not be so urgent as if a ship were in actual use.

Admiral TAYLOR. Not if it is not necessary to use the ship.

Mr. KELLEY. And if it were necessary to use it and it simply had not had its regular overhaul you could get along very well?

Admiral TAYLOR. Well, sometimes a comparatively small matter affects the operation of a ship very seriously.

Mr. PADGETT. While the war was going on, in a personal conversation with you one day you stated you were having this trouble: That men would only work three or four days a week and that you could not make them work more than that; that they were earning so much in the three or four days that they would not work the full time of a week, and that you could not help yourself; if you discharged that man you could not get somebody else to take his place, and he could go to some other place, get employment, and work three or four days a week, and you would just lose the amount you were getting from him under those conditions. Are there any of those conditions prevailing now?

Admiral TAYLOR. That condition, I think, has changed. There was some complaint of that from some of the yards, particularly New York, but I have heard no complaint of that recently; the conditions have changed.

Mr. PADGETT. I think that will shift, now that you are turning men off and you have an oversupply, and at the same time you could select the better men to keep on.

Admiral TAYLOR. Naturally when men have poor records for keeping time—and all of that is a matter of record in his department—they are given early consideration when it is a question of reducing the force.

Mr. PADGETT. I supposed it was correcting itself, and that you were more independent now than you were at the time I refer to.

Admiral TAYLOR. Conditions are much better in that respect.

The CHAIRMAN. Admiral Griffin, what is the amount of the so-called deficiency item?

GRIFFIN. \$2,500,000 under the Bureau of Steam Engineer-

MAN. And how much did you ask us to appropriate for

GRIFFIN. I asked for \$30,000,000.

MAN. And it was reduced to what figure?

GRIFFIN. \$26,550,000; and I would like to say that I do at will be sufficient.

R. How much do you think will be necessary?

GRIFFIN. I made my estimates as carefully as I knew not make them with any idea that they were going to I do not see how we can get along with less than

R. My recollection is that they reduced your estimate by

GRIFFIN. No; that was for 1919.

R. That is the year to which I refer.

Y. Did you make your estimates on the number of ships of Operations said they were going to put in commission?

GRIFFIN. Yes, sir.

Y. So you were all figuring on the same number of

GRIFFIN. Exactly. If you were speaking about the year mate was \$35,000,000 and the appropriation \$30,000,000.

R. So there was a reduction of \$5,000,000?

GRIFFIN. Yes, sir.

R. And you now find you can get along with \$2,500,000?

GRIFFIN. Yes, sir; for the remainder of the year.

R. Of course, if you had been given \$10,000,000 more it enabled you to do more work. Is that the idea?

GRIFFIN. We could have done work more expeditiously.

R. In other words, there is work to be done?

GRIFFIN. Yes, sir.

R. Could you greatly hasten it if you had very much more amount you estimated for last year?

GRIFFIN. Well; that would depend on the appropria-

Admiral GRIFFIN. I think the trouble is due to the fact that the trained men we had, the petty officers, have left the service and gone to the Shipping Board, and their places have been taken by these inexperienced men.

Mr. OLIVER. So necessarily because of the fact that we have inexperienced men we are bound to face some danger in handling this machinery?

Admiral GRIFFIN. Yes, sir.

Mr. OLIVER. And you have found in some instances that has already been evidenced?

Admiral GRIFFIN. Yes, sir.

Mr. OLIVER. It is simply a condition we are facing and which we can not immediately correct?

Admiral GRIFFIN. Yes, sir.

Mr. OLIVER. That very fact in itself suggests that it is prudent to be just a little slow in sending these men out on these ships until they have had sufficient training, does it not?

Admiral GRIFFIN. They must get their training aboard ship.

Mr. OLIVER. But we have established a number of schools that give quite extended courses in preparing men to handle ships?

Admiral GRIFFIN. No; they must get it afloat; in order to handle the boilers of destroyers the training must be done afloat.

Mr. OLIVER. Is it better to train them on old ships or on new ships?

Admiral GRIFFIN. For destroyer work—and that is where most of our troubles are coming now—I do not think they can be satisfactorily trained any place except on the destroyers.

Mr. OLIVER. You are using the old destroyers. I imagine, for that purpose?

Admiral GRIFFIN. A great many of these recruits are being sent to destroyers that are with the fleet, destroyers that have a fair percentage of trained men on them.

Mr. OLIVER. To what extent will that be corrected if this increased pay bill passes at once and we are able to realize our hopes of getting back into the service a number of experienced men, petty officers?

Admiral GRIFFIN. If you can get them back, it would be corrected almost immediately.

Mr. OLIVER. And a number of repairs you now find it necessary to make at the navy yards trained men could and would make on the ships?

Admiral GRIFFIN. Yes, sir; those of a comparatively minor character, but of great importance in operation.

Mr. OLIVER. And the fact is that many of these petty officers are far better qualified than the average man at the navy yard?

Admiral GRIFFIN. Very much better for that class of work.

Mr. OLIVER. And that in itself would result in some saving if we could get back a number of these trained petty officers, would it not?

Admiral GRIFFIN. Yes, sir; it would have that effect.

Mr. OLIVER. And at the same time it would enable the petty officers to thus train the raw men?

Admiral GRIFFIN. Certainly.

Mr. OLIVER. So it is of the utmost importance to get back these petty officers as soon as possible?

Admiral GRIFFIN. Yes, sir.

**Mr. OLIVER.** Do you think if you are not given this appropriation immediately and it is made available in the 1921 bill by way of an increase of your estimate that the efficiency of the fleet would suffer from a military standpoint?

**Admiral GRIFFIN.** It would naturally delay the repairs that are now underway. I am contemplating a reduction of 15 per cent in the monthly allotments to the yards for the remainder of the year.

**Mr. OLIVER.** Even if this deficiency passes?

**Admiral GRIFFIN.** No; not of this deficiency passes; but if it did pass I would make a very slight reduction.

**Mr. KELLEY.** That means that you would go ahead with 85 per cent of normal?

**Admiral GRIFFIN.** Yes, sir.

**Mr. OLIVER.** How many men will probably go out on the first, even if the deficiency bill passes?

**Admiral GRIFFIN.** Of those paid from this appropriation?

**Mr. OLIVER.** Yes.

**Admiral GRIFFIN.** It would be less than 1,000. I should say about 600 or 700; that is, just roughly.

**Mr. OLIVER.** And how many would probably be dismissed in the event we failed to pass it?

**Admiral GRIFFIN.** About twice that number, or more than that. That is the number I was working on—between 600 and 700 if the deficiency is granted, and between 1,500 and 2,000 if it is not.

**Mr. PADGETT.** You stated a while ago that you had reduced about 15 per cent, or had given orders to reduce. Was that beginning the 1st of February?

**Admiral GRIFFIN.** Yes, sir.

**Mr. PADGETT.** Then, if you do not get this deficiency you will just continue on that 15 per cent basis?

**Admiral GRIFFIN.** Yes, sir; that will carry us through the year.

**Mr. PADGETT.** So you will operate during the remainder of this fiscal year on the basis of 85 per cent of your former operations?

**Admiral GRIFFIN.** During the last six months; yes.

**Mr. PADGETT.** I am speaking about the remainder of this fiscal year.

**Admiral GRIFFIN.** Eighty-five per cent of what we have spent during the first seven months.

**Mr. PADGETT.** Then, you say between 1,500 and 2,000 would be dismissed, which would represent about 15 per cent of your normal number of employees?

**Admiral GRIFFIN.** Yes, sir.

**Mr. PADGETT.** How many have you altogether?

**Admiral GRIFFIN.** I estimate about 10,000.

**Mr. PADGETT.** What is the condition of the machinery—the engines, boilers, etc.—in the ships that are needing repairs?

**Admiral GRIFFIN.** Nearly all of those that are at the navy yards require repairs of considerable magnitude, except the very old ships like the *Alabama* class, the *Kearsarge*, and *Kentucky* on which we contemplate spending very little money. We are not spending much money on those ships, but the dreadnoughts all require a considerable expenditure.

**Mr. PADGETT.** That is, the 13 referred to in the questions asked by Mr. Kelley?

Admiral GRIFFIN. Yes, sir. Those in the *Louisiana* and *Connecticut* class require considerable repairs and some of the *Virginia* class; the *Rhode Island* especially requires very extensive repairs.

Mr. PADGETT. Suppose the deficiency is not given to your bureau, then what would be the relative excess of cost for doing the repairs later on after the 1st of July or doing them between now and the 1st of July.

Admiral GRIFFIN. That is not a very easy question to answer or even to guess at, but I should say 5 per cent would cover it.

Mr. KELLEY. Why would it cost any more?

Admiral GRIFFIN. Just on the general principle of deterioration that occurs when a ship is idle and is not being kept up.

Mr. KELLEY. That deterioration would go on whether the ship was repaired or not?

Admiral GRIFFIN. If she were idle, yes; as these ships are.

Mr. KELLEY. So at the end of that time you would find the ship had developed some new difficulty just by being idle?

Admiral GRIFFIN. Yes, sir.

Mr. KELLEY. How much money have you left out of this year's appropriation?

Admiral GRIFFIN. About \$11,000,000.

Mr. KELLEY. If the Bureau of Operations wants you to put all of the 15 dreadnoughts and 13 predreadnoughts into shape, as well as the 144 destroyers and 60 or 70 submarines, you could do it, could you not, out of that sum?

Admiral GRIFFIN. The dreadnoughts; yes.

Mr. KELLEY. And the predreadnoughts?

Admiral GRIFFIN. Not the predreadnoughts—not by the 1st of July.

Mr. KELLEY. You could not get all of that done by the 1st of July?

Admiral GRIFFIN. We could not get it all done by the 1st of July.

Mr. KELLEY. But as far as the money is concerned there would be money enough to do it, but you would not have the time to do it?

Admiral GRIFFIN. I doubt whether there will be money enough and carry on the other activities which we have.

Mr. KELLEY. Then even though you had all the money you needed you could not get the dreadnoughts, predreadnoughts, and destroyers ready by the 1st of July?

Admiral GRIFFIN. Not all; no, sir.

Mr. KELLEY. And you could set aside such other work as might not be pressing and get in shape the dreadnoughts, predreadnoughts, destroyers, and submarines, in the numbers I have stated, so far as time would permit, with the amount of money you have on hand?

Admiral GRIFFIN. All the dreadnoughts and destroyers; yes.

Mr. McPHERSON. Is this the item that was to be used in making repairs by changing certain parts of the ships, especially the fire control?

Admiral GRIFFIN. Yes; we are put to considerable expense in changing the fire control.

Mr. McPHERSON. You intend to spend a part of this money on repairs which are really changes of arrangements on the ships?

Admiral GRIFFIN. Yes; they are really alterations.

Mr. McPHERSON. What amount of this sum do you estimate will be required in making repairs of that kind?

Admiral GRIFFIN. I can not tell you that right off, but as a general thing we make very few alterations on old ships, but on the later ones, such as the dreadnoughts and destroyers, we make all the alterations necessary to bring them right up to date.

Mr. McPHERSON. And they are considered as repairs notwithstanding the fact that they are really alterations?

Admiral GRIFFIN. Yes; and we speak of them as repairs and alterations. The fire-control changes are going in on all the dreadnoughts and, to a less degree, on the destroyers; that is, the fire control on a destroyer would be of a minor character compared with that on the dreadnought; it would be less elaborate, of course.

The CHAIRMAN. Admiral, what was your unexpended or unobliged balance on January 31 out of this appropriation?

Admiral GRIFFIN. Practically \$11,000,000.

The CHAIRMAN. Absolutely unobligated?

Admiral GRIFFIN. Yes, sir.

The CHAIRMAN. Do you use any money out of this appropriation for new work?

Admiral GRIFFIN. No, sir; not for new construction.

The CHAIRMAN. So that you have in your hands now for repairs under this item, as of January 31, for the next five months, \$11,000,000?

Admiral GRIFFIN. Yes, sir.

Mr. OLIVER. Does that include the allotments you made for January, February, and March?

Admiral GRIFFIN. I make the allotments monthly. That includes the January allotments. The January allotments have been made and spent.

The CHAIRMAN. You have \$11,000,000 to cover the five months before us, or February, March, April, May, and June?

Admiral GRIFFIN. Yes, sir.

(Thereupon the committee proceeded to other business.)

REPORT OF THE SECRETARY OF THE NAVY CONCERNING THE PROPOSED DEFICIENCY APPROPRIATION.

NAVY DEPARTMENT.

*Washington, February 3, 1920.*

My Dear Mr. BUTLER: I feel that your constant interest in the welfare of the Navy has led you to give serious attention to the necessity of an immediate deficiency appropriation, as set forth in my letter of January 21 last to the Speaker of the House, with its accompanying letters from the Chief of Naval Operations and the Chiefs of the Bureaus of Construction and Repair, Steam Engineering, and Yards and Docks (Congressional Record, Jan. 31, 1920).

In the frequent representations of the urgent need of additional funds for completing the essential postwar repairs and alterations on our capital ships and on the requisite destroyers, submarines, and other craft that go to make up our armored fleet, I have tried to refrain from alarmist predictions and to present the case of the Navy's need in temperate language and without exaggeration. The detail facts are set forth in the correspondence referred to above. I have been at personal pains to verify those facts. In the present condition of funds, there is no possibility of completing work this fiscal year on 6 of our 15 dreadnoughts. None of our 13 pre-dreadnoughts can be completed, nor any of the 7 armored cruisers which require repairs.

Certain changes necessary to bring the military efficiency of destroyers up to present-day standards can not be undertaken, and it will be impossible to place our submarines in a condition for effective action.

In the present unsettled condition of world affairs, I do not believe it is possible, with safety, to delay repairs on these vessels until July 1 next, when the new appropriation for maintenance and upkeep becomes available, or to some indefinite date in the future, as is now the case. The discharge of 13,900 skilled workmen from our industrial yards, as it is estimated will be necessary, if funds are not made available for essential military repairs, will seriously cripple our present industrial organization and necessitate later the slow rebuilding of a system which is now functioning effectively. I therefore strongly urge your good offices in presenting to the House these facts, which speak for themselves, with a view to securing the funds requested in the naval deficiency estimate.

I am sending a similar letter to Hon. L. P. Padgett, of the committee.

Sincerely, yours,

JOSEPHUS DANIELS.

Hon. T. S. BUTLER, M. C.,  
*Chairman Committee on Naval Affairs.*



[No. 32.]

A Hearing on the Bill H. R. 13390,

**FOR THE RELIEF OF CONTRACTORS AND SUBCONTRACTORS, INCLUDING MATERIAL MEN, FOR WORK UNDER THE NAVY DEPARTMENT, AND FOR OTHER PURPOSES.**

Also on the Bill H. R. 10727,

**FOR THE RELIEF OF J. HENRY MILLER (INC.).**

Before the

**SUBCOMMITTEE ON YARDS AND DOCKS OF THE  
COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,**

Monday, April 12, 1920.

The subcommittee met at 11 o'clock a. m. this day, pursuant to call, Hon. Fred. A. Britten, chairman of the subcommittee, presiding.

Mr. BRITTEN. The first matter which the subcommittee will take up for consideration this morning will be H. R. 13390, a bill for the relief of contractors and subcontractors, including material men, for work under the Navy Department, and for other purposes. In connection with this bill I have requested several of the bureau chiefs of the Navy Department to appear before the subcommittee this morning, in order that we may get as much information from them as possible. I have also asked a representative of the Office of the Solicitor of the Navy Department to be present, so that we may get his views in the premises.

My bill before the committee is not by any means an original one. It is a sort of combination bill that is made up of what I thought were the principal and best features of three or four bills that had been referred to the Committee on Naval Affairs, including quite a draft from the Secretary of the Navy.

I have requested various contractors to come before the subcommittee this morning, not with any intention of hearing all of them, because I realize that is not necessary and should not be done, but in order to get into the record a statement as to the specific character of cases affected by the war, with a view to passing legislation for the relief of contractors. There is no question in my mind that contractors were damaged very seriously and very materially during the war, and this bill is intended not only to help them but also to help the department in settling cases which it can not now settle, much as it would like to. I think most of the claims—I may be in error about this—are under the Bureau of Yards and Docks.

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OF MR. PHILLIP WALKER, OFFICE OF THE  
ICITOR OF THE NAVY DEPARTMENT.

Mr. WALKER. I think that is a mistake, Mr. Chairman. The claims are under all the bureaus. There are a great many Ordnance claims, some Construction and Repair claims, and many of the Construction and Repair and Steam Engineering claims run hand in hand. Then there are some claims under the Bureau of Supplies and Accounts for vessel construction.

Mr. BRITTEN. It is my impression, Mr. Walker, that you drew the original draft of the bill that was presented to the committee by the Secretary of the Navy.

Mr. WALKER. Mr. Chairman, that was a growth also. The Secretary of the Navy had issued certain orders last October for the investigation of these claims, and when the Hickey bill was introduced—I do not remember the number—I rewrote the Hickey bill in the light of the Secretary's instructions, so that the recommendation sent up here by the Secretary of the Navy was practically the putting of his orders to Congress into legislative form. In rewriting that you made material changes in it; that is, the striking out of the first act—

Mr. BRITTEN. I don't know it was intimated to me and the other members of the committee that under some unusual conditions or circumstance a contractor might have lost money under a cost-plus contract. Just how that would occur I am free to admit I could not tell, but it may be told to you to-day.

Mr. WALKER. It does not appear to be at the department. There are these contracts based on mandatory orders, on which, as I have said, cost plus a reasonable profit should be paid.

Mr. BRITTEN. I do not see how a man could lose money on a cost-plus contract, but they say it has been done, and if it has been done through Government interference I am sure the department is anxious to grant relief to that class of cases as well as the other. That is why those words were stricken out.

Mr. WALKER. I have a message from the Secretary of the Navy, Mr. Chairman, whom I saw this morning, and he is still of the opinion he expressed in his letters of November 6 and December 6 that he does not recommend the legislation, but if Congress sees fit to instruct him to that effect he will go into the investigation in good faith, provided you give him the necessary funds to make the investigation, especially in view of the fact that he is absolutely without cost accountants. He said, however, he wanted you to realize that if you go into this it is going to cost a great many million dollars to settle these claims, and a very considerable amount of money, which nobody has any definite idea of, to make the investigations, and he said he would confirm that by letter to you.

Mr. BRITTEN. That is, it would cost several million dollars to settle the claims? He does not mean to infer it would cost several million dollars to make the investigations?

Mr. WALKER. No; to settle the claims.

Mr. BRITTEN. Has he indicated how much should be included in the bill for investigation purposes?

Mr. WALKER. No, sir; he has not. When this bill came down, or before it came down, officially, as soon as I got a copy of it I sent it

around to the bureaus and asked for their comment on it, and the only comment that came back on that point was from the Bureau of Supplies and Accounts, which said it would take half a million dollars. That seemed to be excessive, but we did not form any opinion because we do not know where it is going to lead to.

There is a preliminary test by affidavit, and how far that will eliminate claims we do not know, and can not know until the matter comes before the department.

Mr. BRITTEN. The bill also provides that "as a condition precedent to such investigation, the Secretary shall first require each claimant to make affidavit that on the entire volume of his business with or for the United States Government upon contracts entered into during the period between April 6, 1917 and June 30, 1919, he did not make a net profit of 6 per centum." That is the preliminary test.

Mr. WALKER. That is what I referred to.

Mr. BRITTEN. That will eliminate about 90 per cent of them, will it not?

Mr. WALKER. I have heard that expression of opinion, but it is all a guess, Mr. Chairman. That was just an estimate that a reserve officer in the Bureau of Steam Engineering made months ago. He was perhaps more in touch with the situation than any other officer in the bureau at that time. He said 90 per cent.

Mr. BRITTEN. Mr. Solicitor, would you not feel that if Congress appropriated \$100,000 at this time for purely investigation purposes, that would be a liberal appropriation?

Mr. WALKER. I do not know; I can not say. It must be remembered that this work must all be done by outsiders; that is, the routine work.

Mr. BRITTEN. Why?

Mr. WALKER. Because we have not got the help in the department.

Mr. BRITTEN. But outsiders can not begin to do the work as well as insiders, because an outsider does not know the ropes, he has not been in contact with the contracting situation, and I would rather see an outsider come in and do the routine work and let this other work be done by the people who are now in the department, who know about these contracts, who know about their origin as well as their termination, and let them make the investigation.

Mr. WALKER. I was speaking more particularly of accountants. Most of our cost accountants during the war were Naval Reserve officers. We had a great many men of high ability, and those men were ensigns, junior lieutenants, and lieutenants. They are making five times as much now on the outside, since they were put on the inactive list. There are few cost accountants in the Navy, because the Navy never needed cost accountants. A pay officer did not need to be a cost accountant, because he did not have anything to do with contracts in which the cost needs to be investigated.

Mr. BRITTEN. It is my impression that after the preliminary test has been demanded that that will take care of 90 per cent of those cases, and that 95 per cent of the remaining 10 per cent of claims can be settled by the bureau chiefs and the regular employees in the various bureaus.

Mr. WALKER. A great many claims have gone over my desk that are insignificant, the amounts being under \$1,000. Others run very

high and will require investigation. Some of them have been investigated.

Mr. BRITTEN. I think what is necessary is legislation that would authorize the department to not only investigate but to settle with the contractors. Many of the contractors will come in and lay their cards on the table and they will satisfy the department through the bureau chiefs that certain conditions exist, and a settlement will be arrived at. I do not think a great crop of expert cost accountants is necessary. I think if a disposition to be fair is shown by the contractor as well as by the bureau chiefs that 99 per cent of the cases will be settled without any trouble at all. That is my impression, from what the contractors have said to the bureau chiefs.

Mr. WALKER. The tendency, Mr. Chairman, among the bureau chiefs is to be liberal with the men who played fair in connection with their contracts with the Government during the war, regardless of the amount. I have a claim now pending of seven or eight hundred thousand dollars in regard to which I am simply waiting for authority to do something. I am told there is an available appropriation, if the legal authority was there to permit us to use it.

Mr. BRITTEN. Will that particular case come under the operations of the provisions of this bill, if it should be enacted into law?

Mr. WALKER. I think so. The principal increases connected with this matter were the increases authorized by the War Labor Board. The particular contract I refer to is the E. W. Bliss contract for making torpedoes. That contract has been completely audited, but under the decision of the Comptroller of the Treasury we can not pay it.

Mr. BRITTEN. You say the appropriation is available, but because of the character of the dispute and the lack of legal authority the department does not feel justified in settling it?

Mr. WALKER. I understand an appropriation for armor and armament is available to pay that and that it would be paid if it were not for the fact that it is a fixed-price contract, which the comptroller says we can not increase.

Mr. BRITTEN. Would you like to give the committee your opinion in regard to this bill—H. R. 13390—and tell us whether you have any modifications or amendments or suggestions to offer?

Mr. WALKER. That is rather a little delicate situation for me to be put in, Mr. Chairman. But I have been over the bill very carefully and I think there are some points in it which should be made clearer. One thing that goes to the root of the whole matter will be in determining what costs are. The scope of the bill is to make good losses, not to pay profits. Losses, of course, depend on cost, and we have adopted for our cost-plus contracts the definition of cost contained in the revenue act of 1916. If the department is to make this investigation, while it will be more elastic to have a certain amount of it depend on regulation, there are some things that ought to be fixed, and that question of what is cost is one of them, because it is a matter concerning which experts differ. As Congress has adopted that definition of costs in determining profits for the purposes of taxation, we had adopted that in the cost-plus contracts all during the war.

Mr. BRITTEN. Is it not quite impossible to determine what "cost" really includes and have that determination include all cases and all character of conditions?

**Mr. WALKER.** Yes; but as you have found that satisfactory for purposes of figuring taxation, we thought it was a fair definition to use in our cost-plus contracts. In many of them—in the shipbuilding contracts, for instance—it seemed while it might be an arbitrary definition, still it might be well to adopt it, otherwise you would leave a dispute open.

**Mr. BRETEN.** Supposing the dispute is left open; what is the procedure?

**Mr. WALKER.** The real result of this bill will be this, that the Secretary of the Navy will report to Congress "That, upon the passage of the legislation I promulgated the following regulations, and under those regulations I have come to the following conclusions." Then it will be for Congress to say to the Secretary: "Your regulations were too liberal or not liberal enough." Congress is the ultimate arbiter in the matter.

**Mr. BRETEN.** The contractor really has two bites at this cherry. In the first place, he takes his claim before the department, and I maintain that in 90 per cent of the cases he will get a settlement because there will be a disposition to be fair on both sides. Then when these settlements have been made the Secretary comes before Congress for a specific appropriation for John Jones, to the Committee on Naval Affairs, if the matter properly comes under its jurisdiction, and it may review the Secretary's findings, and appropriate accordingly.

Then along comes the contractor who has not had satisfaction from the Secretary of the Navy, and he lays the matter before the committee, and the committee may also make a settlement with him and make an appropriation, irrespective of how the Secretary may feel about it. That is the reason I question the wisdom of making an arbitrary ruling as to just what shall constitute costs, because I think it is impossible to determine just what might be included under the heading of "costs" in any rule or set of rules, because of the different conditions that may exist in different plants. It would affect contractors differently in Honolulu or some in the Philippine Islands, or some in Cuba or Panama, or even on the other side. It will be impossible to establish a set of rules that will govern all those cases and at the same time be fair to all those men. You use the word "arbitrary." I think that is perfectly proper. I think it would be an arbitrary ruling, as to what the word "costs" should include, and I am not inclined to do that.

**Mr. WALKER.** As a sample of that, the Navy Department, in the latter part of 1917 entered into a tripartite agreement with the Emergency Fleet Corporation, and the American Federation of Labor that a board known as the Macy Board should fix wages in shipbuilding. In the early part of 1918 we ordered those decisions effective on our cost-plus contracts. There has been no question about that. And incidentally we have held to it since the war. They were increased in the latter part of 1918 and standardized for the whole country, and we ordered those rates on cost-plus contracts, in the ship yards which were doing both cost-plus and fixed-price work; the yard could not have two wage scales, but we have been unable to reimburse the contractors on that fixed-price work for that increase of wages. There is no question about what it was;

there is no difficulty so far as the accounting is concerned; it is simply a matter of checking the pay roll and paying them for the difference in the rates, and we were ready to do that, but the comptroller said we can not do it. There was a lot of small ship construction done under fixed-price contracts with the Bureau of Supplies and Accounts, and they were either affected by cost-plus work in the same year, or in a yard so near that it made labor competition, and there ought to be no difficulty in fixing the damages in those cases.

The same thing is probably true in reference to ordnance contracts. So far as the labor goes, where the prices were fixed really by the War Labor Board going into a locality and ordering an increase of wages, some of them were paid and some of them were not paid; that is, there were some cases where the contractors did not pay the increases. Where they were paid there is no question about it. If the contractor was paying a basic skilled mechanic wage of 70 cents an hour and it was raised to 80 cents an hour, we have simply to examine his pay roll. There will be no dispute about it in a case of that kind.

Other things are more indefinite, such as the damage done by priority orders and by the price-fixing which was done by the War Industries Board. I did not personally have much to do with that. I think you are probably right in saying that a great many of these cases can be fixed by agreement, particularly in those cases, where, as I said, our feeling is that the contractors' attitude has been fair during the war. There are others where unfortunately we have not that feeling, and we are inclined to examine into those cases more closely.

MR. BRITTEN. But you think if a bill in substance very much like the one before the committee is passed by Congress that the department will lay down a set of rules for the settling of these various claims and that set of rules will also include a definition of the word "cost" and other things coming within the scope of the bill—if that is done, do you not think the department will be perfectly fair in the establishment of a set of rules of that kind?

MR. WALKER. I think so. I am in this position, Mr. Chairman. I practiced law in Washington for 25 years and came into the department during the war, so I am not looking at the thing with a frame of mind that has grown up in the department, as it were; and I have found the tendency to be fair with people. Of course there are cases where people do not get what they want. They become disgruntled. But I feel sure that the tendency is to be fair in cases where people have acted fairly with us during the war. We had to grow rapidly to the emergency, and a good many people have come in to do Government work who never did it before. They have not fallen into our ways right off, and friction has arisen, but I think there is a spirit of fairness there.

MR. BRITTEN. Aside from this question of establishing the costs in a contract or claim, what amendment would you suggest to the bill now pending before the committee, if it were submitted to you for redrafting?

MR. WALKER. I have a redraft of the bill, but that is entirely my personal opinion, or rather my compilation of the opinions in the department.

**Mr. BRITTEN.** According to what the Secretary said this morning he is opposed—

**Mr. WALKER** (interposing). No.

**Mr. BRITTEN.** No; I should not have said that. But he will go along with these investigations if Congress passes legislation of this kind?

**Mr. WALKER.** Yes.

**Mr. BRITTEN.** I think it is the desire of Congress to pass legislation along this line.

**Mr. WALKER.** I thought so, from what I had heard.

**Mr. BRITTEN.** If you have a draft of a bill along this line, I will be glad to have it.

**Mr. WALKER.** I will be glad to leave it with you, with the understanding that it does not come with the indorsement of the department.

**Mr. BRITTEN.** I will be glad to have it even without that indorsement.

I want to ask you just one more question. Did the committee understand you to say that the Secretary said that in his opinion legislation of this character was not necessary at this time?

**Mr. WALKER.** Yes, sir; but that if you thought it was and Congress enacted such legislation he would carry it out in good faith and do everything he could carry out the idea of Congress.

**Mr. BRITTEN.** Do you know what he was basing his opinion on?

**Mr. WALKER.** He has several times said something to this committee and to the Senate committee on the subject. He has this idea—of course it is met in the bill—that no man had a right to complain of loss on an individual contract if he made a profit on his contracts as a whole; but that you have met in the bill. Without specifying anything, he believes there are a great many claims that are not well founded and that it is going to make a very laborious task to investigate them.

**Mr. BRITTEN.** What about those that are well founded?

**Mr. WALKER.** Well, he thought he could do that of his own motion.

**Mr. BRITTEN.** But he says he can not, and you say he can not, and the comptroller says he can not.

**Mr. WALKER.** He can investigate them and report to Congress, which is all that can be done under this bill unless you change this law and give the authority to pay the claims after they had been investigated.

**Mr. KETTNER.** Did the Secretary ask the solicitor's office for an opinion as to his authority in investigating these claims?

**Mr. WALKER.** No, sir. That order, which has been printed here, of October 24 did not originate in the solicitor's office and did not come to it until it was signed, although it was addressed to the solicitor. I have no doubt of his authority to investigate the claims; that would be inherent in his office. The bill would add this strength to such a departmental investigation that any false swearing would be perjury, whereas under a departmental investigation it would not be. So this legislation might add weight in that he might say, "I am making this under orders by Congress and it is law."

**Mr. KETTNER.** Mr. Solicitor, did I understand you correctly to say that you practically admitted that in the case of a fixed-price con-

contract, where the wages were increased by the Macy Board, a contractor would be entitled to relief?

Mr. WALKER. Equitably; yes. That went to the comptroller with an opinion from the solicitor to that effect, but the comptroller did not agree with the solicitor.

Mr. KETTNER. And do you not think it is necessary then for Congress to pass a relief measure permitting you to settle those claims?

Mr. WALKER. I think relief should be given in proper cases; yes. We can not give it now.

There is also this, from a parliamentary point of view, that if Congress puts its cache on this idea, it is more apt to appropriate than if it comes up to Congress as an entirely departmental matter.

Mr. BRITTEN. I can not quite understand the action of the Secretary, who knows and admits that he can not make certain just settlements without legislation and yet says legislation is not necessary.

Mr. WALKER. No; I think he can make investigations without this legislation.

Mr. BRITTEN. Oh, yes.

Mr. WALKER. But it would not be effective, and neither will this, until an appropriation is made. The distinction is as to just where the starting point shall be, whether it shall be in departmental initiative or under legislative instruction.

Mr. MUDD. Have you sufficient funds outside of this proposed appropriation to make an investigation in the department?

Mr. WALKER. We have no funds. The only investigation that could be made would be to divert men who are engaged in other work to this task.

Mr. BRITTEN. You not only have no funds, but you have no intimation from Congress that Congress wants you to do certain things that you ought to do?

Mr. WALKER. No; or that it will be of any aid to the contractors in any way, because while Congress has on several occasions passed similar legislation for other departments and has made moneys available in one way or another, either by direct appropriation or by making unexpended balances available, we have had no intimation from Congress that it would look in the same way on a request from the Navy Department for an appropriation.

Mr. BRITTEN. I think Congress feels that the contractors who did work for the Navy Department and who lost money because of governmental activities are equally entitled to relief with the contractors who did work for the War Department and who have long since been cared for.

Mr. WALKER. They were cared for under the general Dent act. The post-office contractors, especially the envelope contractors, have also been cared for. Some time back of that the War Department river and harbor contractors were cared for by special acts, and Congress has cared for the contractors under the Supervising Architect's Office in the Treasury Department. I believe they have asked for some amendatory legislation.

Mr. BRITTEN. The contractors in the Treasury Department and the War Department and the Post Office Department have been cared for by Congress?

Mr. WALKER. Yes.

**Mr. MUND.** Have not the departments all made their reports with reference to the details of the claims of the contractors already?

**Mr. WALKER.** I rather doubt it, and I will tell you why. If a man had a cost-plus contract, he had a cost inspector at his place, if it was of sufficient importance, and if not, a cost inspector visited the plant from time to time. If he had a fixed-price contract and nothing else, the cost did not concern us and we have not kept in touch with it. I remember one case in connection with some of our mine sweepers. Some of them were built on cost-plus contracts and Todd took four of them under a fixed-price contract. They asked for an increased allowance for wages and we sent a man from another plant to look over their accounts, and we found that their accounts were not kept in such shape that we could determine that it was a purely wage increase they were asking for. We found that their accounts were not kept in such shape that we could determine that. That may make trouble in some of these cases.

**Mr. MUND.** I can see how that would obtain in the case of a fixed-price contract, but in the case of cost-plus contracts it seems to me the department constantly kept in touch with the expenditures made by the contractors.

**Mr. WALKER.** We did where it was a purely cost-plus contract.

There is one thing that must not be lost sight of, and that is the mandatory orders which were frequently placed for supplies. In that case we said we did not know just what we are going to pay for costs and a fair profit, we do not know what your cost will be, but we figure you are entitled to about so much per unit and we will pay it to you provisionally. When the order is filled we will investigate that question, and either we will pay you some more, or you will pay us back some of the money which you have been paid. In a great many cases we called in the Federal Trade Commission to help us out on that proposition. In that kind of a cost-plus contract on that sort of an order they had a right to take 75 per cent of the amount and go to the Court of Claims for the balance of their claims. Those matters are just maturing, and some of them are very large.

**Mr. MUND.** What would you do in a case where the Bureau of Navigation would make an advance of money to a contractor and the comptroller would refuse to allow the payment?

**Mr. WALKER.** We could not do anything in that case for this reason: The comptroller absolutely controls the accounts of the disbursing officers. If the disbursing officer is doubtful about his authority he asks the comptroller, and the comptroller says no. The comptroller practically says if you do pay that we will take it out of your own pay and charge it against your bond. So the disbursing officer, no matter what the department orders, is liable on his bond for a mispayment. The comptroller, so far as the disbursing officer is concerned, is the final arbiter as to any mispayment. The contractor, of course, would have the right to go to the Court of Claims.

**Mr. MUND.** Could he go to the Secretary of the Navy?

**Mr. WALKER.** No. There is a provision with which I am not very well acquainted in the last appropriation bill under which a disbursing officer who in good faith has complied with the orders of the Secretary of the Navy can be relieved.

Mr. MUDD. If the contractor went to the Court of Claims it would take him some time to get his money, would it not?

Mr. WALKER. It might. I want to say in that connection I think the Court of Claims has been much maligned. I have practiced before the Court of Claims somewhat, from the outside, and my own opinion is that the delay in the Court of Claims is a delay by the Department of Justice and the attorneys prosecuting the claims, because I know that now and for some years back the court has been jacking up the docket very seriously. I think the delay is not the fault of the court. I know there is a general feeling that you pigeon-hole a man's claim when you send him to the Court of Claims. But they found the other day that the Navy was liable to the Electric Boat Co. for royalties on automobile torpedoes, although they have not fixed the amount.

Mr. MUDD. I have never been in sympathy with the law allowing a man to accept 75 per cent of the claim and then forcing him to sue in the Court of Claims. I think Congress ought to adjust those matters. I have known of great injustice done in many cases of that kind.

Mr. KRAUS. Let me see if I understand the Secretary's position. He is suggesting that he receive a mandate from Congress directing him to investigate these cases, laying down the lines which the department is to follow, and then, after investigation is made, that the matter be submitted to Congress and such legislation had as might seem equitable in view of the facts developed, rather than having general legislation before general knowledge is had.

Mr. WALKER. No, sir; that is not quite it. He wrote to the committee on two occasions that he did not believe legislation was necessary; he thought he could do the same thing without it, and make investigations without it, but that if Congress thought it better to have legislation he suggested certain lines he thought it should follow, and also called attention to the fact that in none of the bills submitted had any provision been made for the expenses of the investigation.

Mr. BRITTEN. Mr. Solicitor, some members of the committee and some gentlemen in the Navy Department also feel that there are many just claims now resting in the department which will never be settled by the present Secretary of the Navy, and that is the very reason for legislation of this kind. It will at least bring matters to a head, and then the Committee on Naval Affairs and Congress may act intelligently in the future. It can not very well do that now if the Secretary sits down on these cases and refuses to act.

Mr. WALKER. He has not refused to act. He issued orders to the bureaus to send all these claims to the solicitor's office, and they all came to my desk.

Mr. BRITTEN. So far as the contractor is concerned, that is equivalent to a refusal to act.

Mr. WALKER. He is still wedded to his idea of an 8 per cent profit on capitalization as being the proper basis on which to say whether a man has made a profit or not.

Mr. BRITTEN. While I do not want to get into an argument on that point, but to a contractor who was capitalized at \$50,000 prior to the war, dealing in millions of dollars' worth of war work, the Secretary would be gracious enough to allow him 8 per cent on \$50,000.

Mr. WALKER. I do not know that it has been put to him in just that way. I know and you know from your business experience that a building contractor can get along on very little capital and do a great deal of work.

Mr. BRITTEN. Yes.

Mr. WALKER. While another man requires a great deal of capital to do a comparatively small amount of work.

Mr. BRITTEN. A building contractor with a capital of \$50,000, all money, can go along nicely and do millions of dollars' worth of work at one time if his clients will pay him promptly, and if his clients have confidence in him. There is not any question about that in my mind, because I have been a contractor all my life.

Mr. WALKER. Yes; I have been a surety attorney for a number of years, and I am familiar with that.

Mr. BRITTEN. There are a couple of Members of Congress present who might desire to make statements to the committee, and as it is nearly 12 o'clock, the hour for the House to meet, we will call on them before we call in any of the other gentlemen present.

**STATEMENT OF HON. JOHN CHARLES LINTHICUM, A MEMBER OF CONGRESS FROM THE STATE OF MARYLAND.**

Mr. LINTHICUM. Mr. Chairman, I have been over this bill, H. R. 13300, several times. I have some constituents who are vitally interested in these questions being settled by the Navy Department. Even under specific contracts there are quite large sums of money which have been due certain of these contractors for a year and half. Under this particular bill there are a number of people who did work for the Navy Department who think they ought to have some settlement made. The Government has been very good to the contractors under the War Department and the Post Office Department and one of the other departments. Those claims have not only been adjusted, but they have been settled, whereas in the Navy Department there has not been an adjustment of the claims of the contractors who worked under the Navy Department.

I do not see how any bill could be drawn more fairly toward the Government than this bill. It provides that the claim must be filed within 60 days; it further provides that the losses must not include any anticipated profits; that is, that the claim must not include any anticipated profits. It also provides that the work must have taken place between April 6, 1917, and November 11, 1918; that is, between the date of the declaration of war and the date of the signing of the armistice, or upon contracts which were to become due after 1917. It goes on and further provides that if a man in all his contracts with the Government under the Navy Department has made 6 per cent or over he can not come in under this bill, and he must swear to that before he files his claim. Certainly nothing can be more fair to the Government than that. It is not asking that these bills be paid; it is simply asking that the department be not only authorized, but that it be directed to adjust these claims, to investigate and adjust them, and then to come to Congress and say these matters have been investigated and we find that the claims which we have presented are entitled to so much money. Then

the whole matter comes back to Congress for action, just as if it had never gone up to the Navy Department, but with the additional benefit of the investigation having been made by the department.

The Navy Department has the right to make these investigations, but it has not made them. That is the principal objection, I think, to the system at present, and there is not much evidence that it is working very hard to make those investigations.

These contractors, of course, have a certain limited capital. The banks are crowding them and everybody else is crowding them, and it hampers their future operations not only for the Government but for individuals and corporations, and when we vitally need the dynamic force of these contractors they are handicapped because the Government has not settled with them.

I make no complaint against the Secretary of the Navy. I realize he has done a wonderful work and is doing all he can, but a little directing force will not do any harm, and that is what this bill does, because this bill directs him to do this thing and report back to Congress.

Mr. BRITEN. And it provides an appropriation for investigation purposes?

Mr. LINTHICUM. Yes; it provides him with the money. I think that is where the whole trouble lies at the present time—that the Secretary of the Navy realizes that it takes a lot of money to investigate these claims, and he has not the money to do these things, and when a man is being severely criticized for a good many things he does not want to add additional things which he might be criticized for. If we give him the money and tell him to go to work and investigate these claims he will do it, and these people will get justice, and I believe they will get it quickly.

If the committee will examine this bill they will find it is hedged around in every particular for the protection of the Government; and then, after all that is done, the Secretary will have to report back to Congress, and it may act on the report, or it need not act, as it sees proper. It may settle these claims, or it need not settle them. If somebody comes in with a claim that he has not been treated right by the investigating officials of the Navy Department, he can come before the committee and ask for an investigation.

The bill will not do any harm, and I believe will be of great benefit. I have looked it over very carefully, and I sincerely hope the committee will act favorably upon it.

I would like to speak for an additional moment, Mr. Chairman, in regard to H. R. 10727, which I introduced on November 19, 1919.

Mr. BRITEN. Is that the Miller bill, in connection with work at Annapolis?

Mr. LINTHICUM. Yes; that is the Miller bill. I do not think there can be any objection to it, and the department has recommended the payment. It was authorized by the department and then went to the comptroller, and then after many of these things had been settled the comptroller said, "I do not think we have any authority, and we will not go any further." That bill provides for the payment of \$31,870.32, which the Navy Department actually owes Mr. Miller, but which he can not get by virtue of a ruling of the comptroller saying that there is no authority to pay it.

**Mr. MUD.** How long has it been since the comptroller made that ruling?

**Mr. LINTHICUM.** The decision of the comptroller is dated January 10, 1919. The report of the Bureau of Yards and Docks to the Secretary of the Navy on this matter says:

"Payments covering the cost of repeated travel had been made to the contractors from time to time for a considerable period, when, question having been raised as to their legality, the Comptroller of the Treasury, under date of January 10, 1919, held that the amendment of the contract whereby the Government assumes responsibility for repeated travel expenses was without consequence, and therefore legally inoperative, which ruling that officer subsequently affirmed under date of July 29, 1919.

**Mr. MUD.** So that it was over a year ago when the comptroller refused to pay Mr. Miller the amount due him?

**Mr. LINTHICUM.** A year ago on the 10th of January. I want to say further to the gentleman from Maryland that that was not when it was actually due; he had been after the money until that time.

**Mr. MUD.** The Bureau of Yards and Docks authorized the payment of this money by way of an amendment to his contract?

**Mr. LINTHICUM.** Yes. The cost-plus contractors got their money because the Secretary of the Navy had the right to charge that in the cost-plus amount, and the Bureau of Yards and Docks authorized Mr. Miller to do the same thing, and then the comptroller ruled that they had not the authority.

**Mr. MUD.** What action has Mr. Miller taken since January a year ago?

**Mr. LINTHICUM.** What action could be taken, except to come to Congress?

**Mr. MUD.** There has been that much delay and still nothing has been done in the matter?

**Mr. LINTHICUM.** I think there is more than \$150,000 due Mr. Miller.

**Mr. BUTTEN.** I spoke to Admiral Parks about the Miller bill this morning. I had not called his attention to it prior to that, not thinking we would have it up to-day. But he is here this morning, and now we finish with this bill for the relief of contractors generally, so are going to take up the Miller bill and settle it in some way as quickly as possible.

**Mr. LINTHICUM.** I find it is recommended by the Navy Department. The letter of the Acting Secretary of the Navy addressed to the chairman of the Committee on Naval Affairs under date of January 14, 1920, says:

"Agree with the chief of the bureau recommending that the relief asked be granted to the extent of \$318,793.32.

**Admiral PARKS.** That is a special case, and because of that ruling we have had to apply the same principle to several other contracts, so there are several other cases, and this bill, if passed, it seems to me, should be in such form as to cover that principle in the other contracts upon which we have applied it since the ruling was received.

**Mr. BUTTEN.** But this bill of Mr. Linthicum's carries a specific appropriation for Mr. Miller. Would you suggest that the bill also provide specific appropriations for the other contractors, and are you in a position right now to recommend that character of legislation?

Admiral PARKS. I think we have the data for most of them pretty nearly available. It would take but very little time. But the point I wanted to make was that this was going to make a precedent for exactly that thing.

Mr. BRITTEN. I think the committee would not feel inclined to cover a general clause in this personal bill. Would Mr. Miller's case be covered by the general bill?

Mr. WALKER. I think so; yes.

Mr. LINTHICUM. Mr. Miller's claim has already been investigated and the amount ascertained and a recommendation made by the department for the payment of that amount. So no further investigation is needed, so far as the department is concerned.

Mr. BRITTEN. Do you think this general bill, if passed, would cover the Miller case and justify the department in settling with Mr. Miller without the enactment of a personal bill to cover Mr. Miller's case?

Mr. LINTHICUM. I have not investigated the general bill so closely as to know whether it would cover Mr. Miller's case as to the dates between which the contracts were made, but its terms are broad. It merely provides for an investigation by the Secretary of the Navy; it does not provide for any appropriation, whereas my bill has been investigated already, under the powers resting in the Navy Department, and a specific sum has been arrived at, and that specific sum has been recommended for appropriation. Under the terms of the general bill a settlement with Mr. Miller would probably be delayed another year.

Mr. CHAIRMAN. I want to impress upon you one further fact, that this does not involve any profit, but it is money which Mr. Miller actually took out of his pocket and paid men for transportation between Annapolis and Baltimore, and he did it at the request of the Navy Department.

Mr. BRITTEN. And the Department admits it?

Mr. LINTHICUM. Absolutely; and recommends the payment. So there is no further investigation needed by the department.

Mr. WALKER. We took this matter up with the comptroller at the request of the disbursing officer at Annapolis. This was a cost-plus contract which provided that Mr. Miller could pay travel for workmen, but not repeated travel. There were no accommodations for housing men at Annapolis, and so the department ordered the contract amended to provide for the pay of repeated travel, but not unless recommended by the officer in charge, and the officer in charge did order it, and the disbursing officer questioned his authority to do so and it was sent to the comptroller, and the comptroller said he had no authority to do it. But in the meantime the money had been expended.

Mr. BRITTEN. Mr. Tilson, if you desire to make a statement to the committee we will be glad to hear you now.

#### STATEMENT OF HON. JOHN Q. TILSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT.

Mr. TILSON. Mr. Chairman, I understand that gentleman representing a number of contractors have selected typical cases which it is the intention to bring to the attention of the committee, and there-

here I shall no attempt to go into any one particular case but will make a very brief general statement.

I think it is not creditable to the Government that a year and a half after the war came to an end contractors who did all they could to furnish the Government what it needed during the war are still without their pay, and many of them have suffered on that account and some have gone into bankruptcy.

We all know that if this had been done by private individuals it would not have taken any time at all for two business men to sit down together and settle the thing satisfactorily. Of course, the Government can not do that so quickly in the very nature of things. It can not move as quickly as business men could, and that, of course, is the real reason why Government ownership for Government activity of any kind can never be successful or efficient like private initiative in business.

I understand this bill is simply to give the Navy Department in a limited way the right to adjust these claims in something like the way two business men would get together and adjust claims. Still, it attaches enough strings to it so there is no danger whatever of the Government being injured.

In the first place, the Government's agents are the ones that will pass upon these things; and we all know that there would be very little chance for anything to get through this committee or through Congress that did not have the recommendation of the department.

Mr. BARTEN. Then it comes back to us again.

Mr. TILSON. It comes back twice; so there is no chance whatsoever of the Government losing anything, and it does seem to me that this committee and Congress ought to hasten to try to put the contractors with the Navy Department at least on an equal footing with those of the War Department, the Treasury Department, and the Post Office Department.

My information on this matter comes to me through a case that originated, as most of these things do, with contractors living in my district. But upon looking into the case I saw that not only they but contractors all over the country were suffering from the activities of the Government itself where fixed-price contracts were involved, and then the Government, through its own agencies, comes in and makes the performance of that contract impossible without the contractor suffering losses. That is unconscionable, and I do not believe that Congress ought to stand for it, and that is my reason for supporting this bill.

Mr. BARTEN. Are there any other employees of the department who are anxious to get back to their offices who would like to be heard in connection with this bill? If there are, we will hear them first and run along until about 1 o'clock, when we will recess until 2 o'clock.

Mr. Reed, of the Bureau of Supplies and Accounts, is here.

#### **STATEMENT OF MR. CLYDE REED, SPECIAL ASSISTANT, BUREAU OF SUPPLIES AND ACCOUNTS, NAVY DEPARTMENT.**

Mr. REED. Mr. Chairman, I understood you desired some information as to the possible cost of the proposed investigation, unless you

are satisfied with the tentative figure of half a million dollars to start it.

Mr. BRITTEN. We will be glad to hear you on that. When it was suggested by the solicitor that the Bureau of Supplies and Accounts felt that \$500,000 might be appropriated at this time, some of us groaned. It seems to me that if the committee recommends an appropriation of \$100,000 for purely investigation purposes it will be a very liberal appropriation.

Mr. REED. We can not tell where it will wind up. We have no idea under the provisions of this bill as to how far it will go. There might be 10,000 claims. We do not expect that there will be, but basing our estimate on our experience in making cost investigations it will take two men about two weeks to run through these accounts; some will take longer and some will take a shorter period. But we can get accountants at \$13 a day, say, it will cost about \$150 for each investigation.

Mr. BRITTEN. How many are there?

Mr. REED. It may run as high as 10,000. If you will tell us how many there are going to be we can tell you how much it will cost.

Mr. BRITTEN. I do not think there will be 1,000.

Mr. REED. The demand at the present time for accountants is so great that I doubt if we can get any considerable number of men under \$25 a day, which would make each investigation cost about \$300.

Mr. BRITTEN. What percentage of these claims do you think can be settled by the bureau under which the contractor operated rather than under the Bureau of Supplies and Accounts?

Mr. REED. Under the terms of the bill there is to be an investigation of the contractor's books in every case.

Mr. BRITTEN. Supposing the contractor merely brings his books to the Bureau of Construction and Repair or to the Bureau of Steam Engineering and lays them on the table and says, "Here are my books; I am willing to settle on a reasonable and fair basis," and has all practically been agreed upon in advance, the investigation should not cost \$30; the cost of the actual investigation should be 30 cents.

Mr. REED. Of course, if the bill is changed to make provision for an investigation in that way it would be all right. But as the bill is proposed it provides for an investigation of the books by qualified accountants in order to check up any statement of the contractor. As you probably know, in our cost-inspection work in the past we have disallowed millions of dollars of claims made by contractors for money they actually spent under their contracts to which they were not entitled.

Mr. BRITTEN. My impression is that there is nothing in this bill that would require such a costly investigation.

Mr. REED. There has to be a checking up of the statements of the contractors as to whether they actually suffered losses—and if so, how much—and that involves a complete examination and audit of their records.

Mr. BRITTEN. Supposing there is no material difference of opinion between the contractor and the department, and the department is more or less anxious to settle right now, but can not under the law,

and he brings in his books and lays them on the table. Would not that follow the trend of the purpose of the bill?

Mr. REED. If an examination had already been made as is the case with some of these claims. We used some of our cost-inspection force to make the examinations in the past, but there has been a lack of authority to make settlements, and we can not tell whether we are going to have 100 claims or 10,000. But it is so wide open it looks like everybody who thinks he has a chance for a claim will ask for an investigation.

Mr. BRITTEN. It has been said here that more than 90 per cent of the claims now in the department will be eliminated.

Mr. REED. But comparatively few have come in.

Mr. BRITTEN. I think a great percentage are already in.

Mr. REED. It's just that proposition that makes it uncertain. One hundred thousand dollars would not be a drop in the bucket so far as the cost is concerned. If you had this legislation you would want that work to progress as rapidly as possible. If the full number of claims that could be submitted were submitted we would not be able to get enough people to have that work completed in a year.

Mr. BRITTEN. How many claims are you basing your figures on?

Mr. REED. We figure that it would require half a million dollars to investigate a thousand or fifteen hundred claims, and the cost may run up to as much as \$3,000,000 if 10,000 claims come in.

Mr. MUNO. Have you any idea as to how many claims are now before the department?

Mr. REED. No.

Mr. BRITTEN. Admiral Parks, how many reasonable claims are now resting in the Bureau of Yards and Docks?

Admiral PARKS. Last Monday morning there were 356 contracts the work on which was completed and the contracts not adjusted, and that is nearly one-half of the number we had on hand on the day the armistice was signed.

Mr. BRITTEN. That is nearly one-half—

Admiral PARKS (interposing). Nearly one-half of the unsettled claims.

Mr. BRITTEN. You have cleaned up half of them?

Admiral PARKS. We have cleaned up more than half because we have finished more contracts in the meantime.

Mr. BRITTEN. What percentage of those claims or unsettled contracts do you think would be eliminated by the provision in the bill which limits the margin of profit to 6 per cent on all work a contractor may have done for the Government?

Admiral PARKS. I can not tell that because that kind of a claim would not come to me. Most all of my claims are under the second section of the bill. Most of them are being held up because of liquidated damages which, under the comptroller's decision, can not be allowed. That one section of the bill would probably immediately clear more than half of the contracts I have unsettled.

Mr. BRITTEN. Without any further legislation?

Admiral PARKS. Without any further legislation and without any further appropriation. That section does not require an appropriation. That section simply gives authority to remit liquidated damages which have been assessed because of certain conditions. Of

course, we are held strictly to the law in handling those cases. We can not consider equity and justice, and those liquidated damages are mostly due to delay in delivery where priorities or embargoes established by proper governmental agencies have prevented the contractor getting his material delivered on time, and in view of the case of Jones against the United States, First Comptroller, we can not touch them. We must assess because those acts were general, and being general they can not be deemed to modify a contract with an individual, and unless there is legislation that comptroller's decision must be followed.

Mr. BRITTEN. That will cut approximately 375 contracts down to less than 200. Then do you think, Admiral, that the remaining 200 would be cut down to less than 50 by the 6 per cent elimination clause in the bill?

Admiral PARKS. I would have almost said much less than 50.

Mr. REED. That is dealing with public works contracts, which are few in number. But there are thousands of contracts for deliveries of supplies.

Mr. BRITTEN. There were 700 of these in the bureau when the armistice was signed, and they have been cut in half.

Admiral Griffin, along the line of the questions which Admiral Parks has just answered, what have you to say of the condition in your bureau?

Admiral GRIFFIN. We do not make contracts in our bureau. They are either made by the Bureau of Supplies and Accounts or by the solicitor's office.

Mr. BRITTEN. You make no contracts at all in your bureau?

Admiral GRIFFIN. We make no contracts at all in our bureau. Of course, we are interested in the contracts made.

Mr. BRITTEN. Does the Bureau of Construction and Repair make contracts?

Admiral GRIFFIN. No.

Mr. BRITTEN. They are all made under the Bureau of Supplies and Accounts?

Admiral GRIFFIN. They are made under the Bureau of Supplies and Accounts for material, and under the solicitor's office for ship contracts.

Mr. BRITTEN. What about the Bureau of Ordnance?

Capt. BIEBER. It is the same in the Bureau of Ordnance.

Mr. BRITTEN. Mr. Solicitor, approximately how many claims of this character are now resting in the department, to your knowledge?

Mr. WALKER. I do not know, Mr. Chairman. Taking the Bureau of Supplies and Accounts end of it—and I am speaking of ship construction only, because those are the only ones that come to my attention—the Bureau of Supplies and Accounts contracted for tugboats, submarine chasers, barges, and things of that sort. They were fixed-price contracts. The claims are small, but there are a great many of them. We have settled a lot of the submarine-chaser contracts, perhaps all of them, but the question has arisen whether if we make allowances for those that have not been settled—and when I say submarine chasers I also take in the tugboats and all that class of boats—and if there are any that have not been settled, if we ought not to take those in too and cover also delays caused by priorities.

**Mr. KETTNER.** You stated a great many; about how many, in your opinion?

**Mr. WALKER.** I do not know how many contracts there were, but I should say, perhaps, one-fourth as many as there were boats. How many would be eliminated by the 6 per cent clause I do not know. Many of these contracts were forced on the contractors; that is, many of the contracts for the submarine chasers.

**Mr. BRITTEN.** Were they not cost-plus contracts?

**Mr. WALKER.** No; they were all fixed-price contracts. While the submarine chasers were exempted from the orders to increase wages under the Macy board decisions, the matter of labor competition applied there as much as anywhere else.

In regard to the ordnance contracts, there are a good many of them, and some of them are pretty big. There are some of them I do not know about, because I think some of the large contractors, like Bethlehem Steel, for instance, did not carry out the orders of the War Labor Board and did not increase their wages.

**Mr. BRITTEN.** Then, they would not come under this bill anyway, because the 6 per cent clause would eliminate them.

**Mr. WALKER.** The Navy Department did not have much work with the Bethlehem Steel Co. during the war. The War Department had most of the work with the Bethlehem Co.; the Navy Department had a good deal of its work with the Midvale Co.

**Mr. BRITTEN.** I am told that all of those large contracts would be eliminated under the provisions of this bill.

**Mr. WALKER.** I do not know how far they would admit it now, but I know one large contractor told me he could not swear to 8 per cent on capitalization in his affidavit, but he might be able to swear to this 6 per cent.

**Capt. BIKER.** I do not think Bethlehem will ever admit they made 6 per cent. They say they lost money on Navy contracts, especially as it does not say what the method of fixing the cost shall be.

**Mr. BRITTEN.** The stock market would seem to indicate that they made more than 6 per cent.

**Capt. BIKER.** They did not make it on Navy contracts that this bill would cover.

**Mr. REED.** We had something over 10,000 contracts for supplies and material that may or may not come within the provisions of this bill. It will be absolutely impossible for us to estimate whether those people would submit claims or not. We had many claims we turned down where they claimed they had incurred losses, and we could not entertain them because the price was fixed. How many of them will ask for relief under this bill we can not estimate at all. So we feel that an initial appropriation of half a million dollars is not excessive. If you cut it materially below that, we may just get a start and then have to tie up the investigation until we can get more money.

**Mr. BRITTEN.** After the passage of this bill, if it develops that more money is really necessary for investigation purposes, there is no question but what Congress will grant it?

**Mr. REED.** If Congress adjourns on the 1st of June and does not come back until December, \$100,000 would not carry us up to that period, if the claims came in as we expect.

Mr. BRITTEN. Admiral Parks, most of the gentlemen present are contractors who have done work under the Bureau of Yards and Docks. Have you any amendments to offer or suggestions to make in regard to this bill—H. R. 13390—for the further protection of the Government?

Admiral PARKS. On line 10, page 2, I believe the words "fixed price" should be inserted.

Mr. BRITTEN. So that it will read, "or from fixed-price contracts"?

Admiral PARKS. I do not yet know why there should have been a loss under a cost-plus contract, and the fixed-price contractor is the one who particularly needs relief. If later the cost-plus contractors can show me that they have had legitimate losses in carrying out their contracts, I shall change my mind about the necessity of placing the words "fixed price" in as an amendment; but at the present time I am thinking that the first idea is as to why this should not be confined to fixed-price contracts.

Mr. BRITTEN. You are of the same opinion that I am—that it is impossible practically for a contractor to lose money under a cost-plus contract. However, using the old slogan of the Bureau of Supplies and Accounts, "They say it can not be done, but here it is." I am wondering if the contractor is present, or the representative of the contractor is present, who has lost money on a cost-plus contract. If he is, we would like to hear from him.

Mr. ROGER O'DONNELL. I would like to state, Mr. Chairman, as the representative of the Relief Association of Yards and Docks Contractors, that that association has at least one member who did lose money on certain items under a cost-plus contract, but strictly speaking it was not a cost-plus contract, but was a unit-price contract, which fixed the unit price for certain work, and those unit prices were less than the service could be rendered for at the later time when they were permitted to go ahead with the work. Therefore, a very substantial loss occurred. I am not familiar with the details of that particular contract any more than to state the facts in a general way, and I regret that the gentleman who is familiar with the details is not present.

Admiral PARKS. I had considered the fixed-price contract as a unit-price contract also, because that is a fixed-unit price.

Mr. BRITTEN. There is no question about that.

Admiral PARKS. Instead of stating a lump sum of so much money, it specifies that for each of the units there shall be a fixed price.

Mr. BRITTEN. I should say that is a fixed-price contract, or a contract that specifies a fixed margin of profit and not a cost-plus contract.

Admiral PARKS. I should have taken up an investigation of that type of contract under fixed price.

Admiral GRIFFIN. Mr. Chairman, I think perhaps I can shed a little light on that. It brings in the dragnet features of this bill, but under the cost-plus contract there were a great many subcontractors, and this bill provides for them. There are probably thousands and thousands of them. There is no telling how many it will reach. If they can show that they lost money and they took fixed-price contracts from contractors who had contracts on the cost-plus

basis, there were a great many cases of that kind. Perhaps they are the ones who lost money.

Mr. BRITTEN. That is very true. I can see, following the line of your suggestion, that a general contractor might have a cost-plus contract on a building. He enters into a general building contract. He may be a mason contractor; that is his particular line of work on the construction of a building, and he sublets the carpenter work.

The job may be at Pensacola, Fla., and the carpenter has a fixed price contract with the general contractor and the building goes along. Then all of a sudden the Shipping Board comes alongside of this particular piece of construction and establishes a shipyard and some other governmental agency starts on the other side, and they raise carpenters' wages from \$4 a day to \$8 a day almost immediately. Incidentally, the general contractor has already turned into the Government his various subcontracts. The subcontractor, on the other hand, who has given a bond to the general contractor, can not possibly live under those conditions of competition so he has to raise the pay of all his carpenters from \$4 a day to \$8 a day to meet the surrounding governmental wage scale.

Admiral GIFFIN. That is the situation. My experience during the war was that I did not run across a single contractor who wanted to take a cost-plus contract without putting in the contract a very liberal margin for fluctuation in labor. They all wanted that. That was because they did not know what the labor would cost.

Mr. BRITTEN. I suppose the subcontractor would immediately, as they say, lay down; he would fail or go out of business and the general contractor would complete the job as best he could.

Mr. O'DONNELL. Mr. Chairman, I would like to amplify what I stated before that there were cases of men who were subcontractors under cost-plus contracts who made very substantial losses. One of those firms is the Gypsum Fireproofing Co. of Chicago, whose representative is here and will appear before the committee later. Then there is also the firm of H. Chambers & Co. of Baltimore which had a subcontract at Annapolis for \$43,830 on which they lost \$14,000. Then there was also the Schaffer Co. which had a subcontract at Annapolis on which they had a loss of \$24,250.

Mr. BRITTEN. What character of work?

Mr. O'DONNELL. One was painting and the other was plastering. The Gypsum Fireproofing Co.'s representative will explain their case later on, if the committee desires to hear it.

Admiral PARKS. I have one or two other suggestions to make by way of amendment, Mr. Chairman. In connection with what the gentleman who just spoke said, I considered that the words on page lines 5, 6, 7, and 8, covered that "contractors" shall be deemed to include subcontractors and material men who may present their claims either directly to the Secretary of the Navy or through their respective contractors." That, I believe, covers all these subcontractors.

Mr. BRITTEN. It does cover the contracts generally; but if you insert the words "fixed price" you eliminate those who had subcontracts under the cost-plus contractors?

Admiral PARKS. No; not from my standpoint. If we make contractors include the subcontractors and insert the words "fixed

price" before "contractors" it eliminates all the subcontractors except the fixed-price contractors.

Mr. BRITTEN. I see your point. The admiral's point is that the subcontractors share equally with the contractors; under this bill they have the same powers and the same rights, and they certainly have fixed-price contracts under the general contractor. I think the admiral's contention may be correct.

Mr. O'DONNELL. I am inclined to think if the point which the admiral has so ably defended were to go before the Comptroller of the Treasury, he would decide it the other way. He would undoubtedly reach the conclusion that these words in section 1—that is, the first words—are words of limitation, and that it refers to fixed-price contracts and is limited to that, and would hold all the way through, unless there were qualifying words put in at the appropriate place.

Mr. WALKER. The comptroller may think that the contractor will be in the same situation as in the cases under the Dent Act in connection with the War Department contract?

Mr. O'DONNELL. I hope Mr. Walker is correct, but I have my doubts.

Mr. BRITTEN. In the cases that come back to Congress the Secretary may recommend that an appropriation of so many hundred thousand dollars be made to satisfy these claims; but I am thinking now of the contracts that the Secretary and the various bureau chiefs desire to settle and will settle without coming before the committee again.

Admiral PARKS. On page 2, line 10, after the word "contracts," I think the words "made by or under the authority of the Secretary of the Navy" should be inserted. These fixed-price subcontracts were only entered into, if correctly entered into, by authority of the Secretary of the Navy. It was required that a cost-plus contractor should submit his subcontracts for approval before they were entered into. If the cost-plus contractor entered into a contract at a fixed price without having gone through the form required by the terms of his contract, I think it should be barred from this consideration and the subcontractor should look to the general contractor only. There are one or two cases of that kind.

In line 15, page 2, after the word "voucher"—

Mr. BRITTEN (interposing). Just a moment. How would a subcontractor under a contractor who has a cost-plus contract make a fixed-price contract with the general contractor by or under the authority of the Secretary of the Navy?

Admiral PARKS. The terms of the contract with the cost-plus contractor are that cost-plus contracts shall be submitted for approval before being entered into and that proposals for material shall be submitted.

Mr. BRITTEN. By whom?

Admiral PARKS. By the general contractor.

Mr. BRITTEN. You are attempting to bind the subcontractor for something he himself was not supposed to do under the contract.

Admiral PARKS. In most of the cases the subcontract provides that it shall be in accordance with the terms of the general contract. It is his obligation to see what those terms are and to see that his subcontract has been made in accordance with those terms.

Mr. BRITTEN. That is all right as far as the general terms go, but there are few subcontractors who ever see a general contract, and rarely read it through.

Admiral PARKS. That, I fear, applies to more than the subcontractor.

Mr. BRITTEN. Yes; that is the usual proceeding.

Admiral PARKS. But I fear if we do not limit this thing to an investigation of claims that are in accordance with the terms of the contract we may lose some standing, where it may become necessary for the department to institute proceedings against the general contractor.

Mr. KRAUS. You are recommending that this bill be so framed that we will not in the future be required to reimburse contractors or subcontractors for their own negligence?

Admiral PARKS. That is it.

Mr. BRITTEN. This applies only to a certain set of contractors who have done work in the past and would have no effect on future legislation?

Admiral PARKS. I do not believe the cost-plus contractor can be relieved of his obligation as an agent of the Government. I think the obligations pertaining to an agent should have controlled him, and if he neglected them or violated those conditions I do not think we should ask us to reimburse him for negligence, carelessness, or improper action.

Mr. BRITTEN. In other words, if he did not see fit to protect himself he should not come to the Government for protection now.

Admiral PARKS. I think that. I think that if he were able to hire a chugging engine for \$10 a day, and went up the street a couple of blocks and finds another one for \$15 a day that was not any better than the one he could get for \$10 a day, and hired the one at \$15, which gave him 50 per cent more commission, and we decided he did not do that in accordance with his contract, we would have an absolutely clear condition to proceed against him for malfeasance.

Mr. BRITTEN. You are doing that anyway, are you not?

Admiral PARKS. I think we are, but I think we may possibly have some claims submitted and adjusted and cover up our rights unknowingly.

These modifications I have suggested, I believe, would avoid some of those things.

Then, in line 15, on page 2, after the word "voucher," I would suggest adding the words "or release." In the public works contracts we require a release, while under the contracts of the Bureau of Supplies and Accounts, I understand, a final voucher only is required.

Then, in line 4, on page 3, after the words "June 30, 1919," I would add the words "or that were due for completion after April 1, 1917, either by the terms of the contract or authorized extensions thereof." That occurs earlier in the bill, and I think it should be repeated here.

Then, the provision on page 3, lines 10 to 12, "shall have access to all reports made by any complaint after January 1, 1917, to the Treasury Department, for purposes of taxation," occurred to me as being possibly somewhat in conflict with the law under which reports of taxation are made, and I thought the same result could be secured in another way.

In lieu of the words "shall have access to all reports made by any claimant after January 1, 1917, to the Treasury Department for purposes of taxation," I would suggest something like the following: "Within his discretion, submit affidavits to the Secretary of the Treasury to be compared with income tax or other returns from the affiant filed in the Treasury Department, and whenever it shall be found by the Secretary of the Treasury that there is a discrepancy he shall notify the Secretary of the Navy that the affidavit appears to be insufficient, and whenever the discrepancy appears to be of such a nature as to warrant such action shall make the necessary reference to the Department of Justice."

That puts it on the Secretary of the Treasury to notify the Secretary of the Navy of the sufficiency of the affidavit without disclosing the returns that have been made for taxation purposes.

MR. BRITTEN. And the matter is left practically entirely to the contractor as to whether or not he is to submit that information?

Admiral PARKS. Yes, sir.

MR. BRITTEN. I think that is very fair.

Admiral PARKS. I feared the provision might not be strictly in accordance with existing law.

MR. BRITTEN. And it will sit quite an extent. The contractor place in the hands of the department this information, and it will not be necessary for the department to make its own investigation unless it so desires.

MR. O'DONNELL. Mr. Chairman, on behalf of the yards and docks contractors I may say that the suggestion as contained in the bill, I think, originated with them in their desire to lay their cards on the table. The suggestion made by Admiral Parks is unobjectionable from our standpoint, and it obviates an objection which might otherwise be made to opening the income-tax returns of the Treasury Department to another department.

Admiral PARKS. If they were opened for the inspection of the Navy Department, there is no reason why they should not be open to inspection by any other department.

MR. BRITTEN. So the contractor has within his discretion the presentation of copies or extracts of his tax returns?

Admiral PARKS. Yes. It is also suggested that after the word "including" on line 5, page 4, that the following be added: "Services of chartered accountants and." This provision now reads "Such additional clerical and technical assistants," and that might be interpreted to mean only such as were placed on the Government pay roll, that unless specific authorization were given the department might not feel at liberty to employ chartered accountants.

There are cases where it is desirable to have the evidence in such shape that it will be acceptable evidence in a court. There have been two or three cases where I have found it necessary or extremely desirable to employ chartered accountants, and as Mr. Reed stated, the rates of pay of such accountants are higher than the rates of pay permitted on our usual schedules of classified and technical employees.

MR. BRITTEN. If your suggestion should prevail with the committee, the Secretary could spend the entire \$100,000, or whatever amount was appropriated, with one firm of chartered accountants, could he not?

**Admiral PARKS.** He could if in his discretion that appeared to be the correct thing to do. But if we had that we could handle some cases immediately that otherwise we might have to delay for a longer period.

**Mr. BRITTEN.** I think the Secretary's power is quite broad under this language, "including such additional clerical and technical assistants." I think that covers almost anybody you might need to employ as a clerical or technical assistant in the development of the facts in connection with a certain claim.

**Admiral PARKS.** I think it can be interpreted to give him all the authority he needs. At the same time I think somebody might rule that the word "employ" means on the pay roll.

**Mr. BRITTEN.** Somebody would have to be pretty narrow to adopt such an interpretation. It does not say the department must employ people in the department.

**Admiral GRIFFIN.** It says "additional employees," such additional clerical and technical assistants as the Secretary of the Navy may see proper to employ.

**Mr. BRITTEN.** Yes; it says, "such additional clerical and technical assistants as the Secretary of the Navy may see proper to employ."

**Admiral PARKS.** There is another place where I think the language ought to be changed, and that is on the top of page 3, after the word "that" on line 1, insert the words "he did not make a net profit of 6 per centum," on lines 4 and 5; that is just to transpose those words from lines 4 and 5 to line 1, so that it will read, "the Secretary shall first require each claimant to make affidavit that he did not make a net profit of 6 per centum on the entire volume of his business with or for the United States Government upon contracts entered into during the period between April 6, 1917 and June 30, 1919." The result is the same, and I think it reads a little better.

**Admiral GRIFFIN.** While you are on that, you confine this to business with the United States Government. Contractors may have had very profitable contracts with other people than the Government of the United States, and they might have been of such a profitable character that it would be to their advantage to delay the fixed-price contracts with the Government on which there was very little profit, in order to make a big profit on a contract with other people. So why not limit it to 6 per cent of the business they transacted?

**Mr. BRITTEN.** That would not be fair for this reason, that a contractor may have done a great amount of work for his usual clients, and he may have had but one contract with the Navy Department and may have lost a lot of money on that contract, and I do not believe because he made money on the outside that the Government should (because of direct governmental action) expect him to lose money on the Government contract.

**Admiral GRIFFIN.** No; but I take it the purpose of this is to reimburse contractors who have lost money, but not necessarily lost money on the Government contracts, and a contractor may have made very big money on other contracts which he had in hand at the same time and may have delayed the execution of the Government contracts in order to make this big money on the other contracts.

**Mr. BRITTEN.** If he did delay the Government contract he would suffer a penalty.

Admiral GRIFFIN. He could afford to do so, because the penalty might be so small it would not make any difference, considering the large profits he would make on the other contract.

Mr. BRITTEN. Usually the penalty is quite large.

Admiral GRIFFIN. It is not as large as you may think. I would suggest leaving out the words "United States Government."

Mr. BRITTEN. Your idea is that if a contractor makes more than 6 per cent on any or all contracts with the Government and outside of the Government, and he suffers a loss on a Government contract, he should not be reimbursed by the Government for that?

Admiral GRIFFIN. If he did not lose money—

Mr. BRITTEN (interposing). Even though the Government was directly responsible for the loss?

Admiral GRIFFIN. Yes.

Mr. BRITTEN. I am sorry I can not agree with you.

Admiral GRIFFIN. I do not think the Government should reimburse a contractor who has made money.

Mr. BRITTEN. Supposing a contractor, irrespective of his capital, makes \$30,000 during the year on contracts around the city of Baltimore, and he has one contract with the Government at Annapolis, and he loses \$28,000 on the Annapolis contract. So his net margin of profit is \$2,000 during the year. He may have a very large capital. You would not say that because he made a couple of thousand dollars—

Admiral GRIFFIN (interposing). It does not say on the capital.

Mr. BRITTEN (continuing). That the Government should not recompense him for a loss that was brought about positively and directly by the Government.

Admiral GRIFFIN. The bill does not say on his capital; it says on his business, on the volume of business transacted during that time.

Mr. BRITTEN. I very carefully avoided referring to his general business, because I do not think—

Admiral GRIFFIN (interposing). If you want to put it that way, all right.

Mr. BRITTEN. Personally, I do not think where a contractor made money through general channels and lost it on a Government contract because of governmental action that he should not be recompensed.

Admiral GRIFFIN. There might be a case where he found it to his interest to delay the work on a certain Government contract because he could make more money on the other contract.

Mr. BRITTEN. Do you know of any specific case of that kind?

Admiral GRIFFIN. I do not know that I could mention one, but I think there are some.

Mr. BRITTEN. That is worth considering. I should like to hear of such cases.

Mr. O'DONNELL. May I suggest in that connection, Mr. Chairman, that the information we have is that not only were the liquidated-damage features of the contract quite sufficient to prevent any such situation as that described—that is, the postponing of Government work in favor of private work—but in many cases the liquidated damages were confiscatory, and not only confiscated the possible profits under the contract but built up big losses besides.

**Mr. BRITTEN.** I understand in many cases the Government retained the amount of money it had on hand that ordinarily would have gone to the contractor; they simply took his balance and retained that as liquidated damages.

**Mr. WALKER.** There is a sample of a fixed-price subcontract that is a cost-plus contract. The contracts for submarines provide that they shall be cost plus a profit, or cost plus a fixed fee, and that the engines shall be built for so much money. Those engines did cost more than was anticipated, and there is a claim pending due for the increase in the item for the cost of engines, although that is a cost-plus contract.

**Mr. BRITTEN.** In other words, where the Government arbitrarily fixed the price of the engines and a cost-plus contract for the submarines, they said to the contractor, we will pay you a profit of 10 per cent—or whatever it was—but the engine in this ship shall not cost to exceed so many thousand dollars; and, in fact, it did cost much more?

**Mr. WALKER.** It did cost much more.

**Admiral PARKS.** But that is a fixed-price contract, so far as the engine is concerned.

**Mr. WALKER.** It is a fixed-price item in a cost-plus contract.

**Mr. BRITTEN.** How do you feel about the admiral's interpretation of these words that "the word 'contractors' shall be deemed to include subcontractors and material men"? Would you feel that a subcontractor having a fixed-price contract under a cost-plus general contractor would have redress under this bill?

**Mr. WALKER.** I had not thought of it, but the suggestion I made in my draft would cover it, although it was not done for that purpose. It says: "That subcontractors may present their claims under the same conditions as in the case of prime contractors." That would make it sure.

**Mr. BRITTEN.** That opens the field pretty generally to subcontractors. I am not so sure that the committee or the bill intends that, but it may. What do you think about that, Admiral Parks?

**Admiral PARKS.** There are a few cases in which I would prefer to see the subcontractor have authority to be dealt with directly by the department rather than to have him come through the general contractor. Of course, we have no contractual relations with the subcontractors, and we can not listen to them. We must listen to them only through the general contractors, and there are some cases in which I have felt that authority to settle these cases with them would be for the advantage of the Government.

**Mr. BRITTEN.** That would apply to the case just presented by the solicitor, or by your own interpretation of the bill now before the committee, would it not?

**Admiral PARKS.** It would.

#### **STATEMENT OF MR. FREDERICK E. CHAPIN, HIBBS BUILDING, WASHINGTON, D. C.**

**Mr. CHAPIN.** May I make a suggestion, Mr. Chairman?

**Mr. BRITTEN.** You are a lawyer?

**Mr. CHAPIN.** Yes. I simply want to make a suggestion.

**Mr. BRITTEN.** Do you represent some firm of contractors?

**Mr. CHAPIN.** I represent the Electric Boat Co. On page 3, line 3,

I suggest that the words, "upon contracts entered into," be eliminated, and for this particular reason:

The Electric Boat Co. entered contracts with the Navy Department as early as January, 1916, for the delivery of the boats they provided for in the contracts. Under this express provision it says "during the period between April 6, 1917, and June 30, 1919," and that would exclude those contracts. They were arranged to be delivered subsequent to that time.

Mr. BRITTEN. I think if we go into prewar contracts this proposed \$500,000 for investigations would have to be raised to \$5,000,000.

Mr. CHAPIN. As a matter of fact, it is very essential that they should be considered, for this reason. Under the terms of the contract they were to be delivered during the period named here in the bill, between April 6, 1917, and June 30, 1919, and there were conditions arising during the war which greatly delayed and interfered with the completion of those boats. It would seem to me this really takes the contractor out of the merits of this bill.

Mr. KRAUS. I am inclined to think that the prewar contracts are included here. If you go back to line 1 on page 2, it seems to me it clearly contemplates that the prewar contracts shall have consideration under this bill.

Mr. CHAPIN. That is all right, so far as that is concerned, but that relates particularly to the affidavits, which confines it to that period between April 6, 1917 and June 30, 1919. If you use the same language which is on page 1 and put in this same clause, then that covers us.

Mr. BRITTEN. You merely want to extend the period on which you shall make a report as to the amount of profits?

Mr. CHAPIN. Yes; during that period of time.

Mr. BRITTEN. Of course under this bill your contract can be adjusted, but you want to change the proposed term?

Mr. CHAPIN. In the making of the affidavit, as a condition precedent it says:

The secretary shall first require each claimant to make affidavit that on the entire volume of his business with or for the United States Government upon contracts entered into during the period between April 6, 1917 and June 30, 1919, he did not make a net profit of 6 per cent.

Mr. MUDD. You want to strike out the words "upon contracts entered into"?

Mr. CHAPIN. Those four words, "upon contracts entered into."

Mr. WALKER. I want to suggest that there should be no doubt that prewar contracts ought to come in here, because they differ in many respects from contracts made during the war. They were made without anticipation of war and were made under entirely different conditions so far as labor and material were concerned, than the war contracts were made under. In other words they were not made in anticipation of a sharply rising market. There were a number of dry-dock contracts that were started before the war.

#### STATEMENT OF CAPT. B. B. BIERER, BUREAU OF ORDNANCE, NAVY DEPARTMENT.

Mr. BRITTEN. Capt. Bierer, is there anything you desire to submit to the committee in regard to this bill from the standpoint of the Bureau of Ordnance?

apt. BIERER. Mr. Chairman, it appears to the Bureau of Ordnance that any general legislation of this character is inadvisable at the present time, and especially so with regard to contracts under cognizance of the Bureau of Ordnance. While several cases are noted in which claims have been submitted to the department involving questions of responsibility for increased labor rates and a cost on account of overtime, it does not appear that the effect of the alleged acts on the part of the Government on which the claims were predicated, has already proved or is likely soon to prove burdensome in such a way as to dictate the necessity for immediate hurried action. Such cases, if any there be, as have real merit should preferably be made the subject of special legislation after thorough investigation and recommendation by the department. The bureau is constrained to submit the further comment, however, in case some general legislation is determined upon, that the bill as drawn is not specific as to what shall constitute (p. 1, line 1) actual losses nor as to the method and basis of determination of profit referred to (p. 3, lines 1-5, inclusive). It seems also that the apparent purpose of the bill would be sufficiently covered by the imitation of its provisions (line 10, p. 1) to "fixed price" contracts.

It is further noted that the wording at the top of page 2 appears sufficiently broad to cover cases, if such there be, where action was taken by the department because of delinquency on the part of the contractor. It appears inadvisable that financial relief should be afforded in such cases.

Whereupon, a recess was taken until 2.30 o'clock p. m.)

#### AFTER RECESS.

Mr. BRITTEN. Admiral Parks, had you concluded in general with your remarks on this particular bill when we went out to lunch?

Admiral PARKS. With the changes we are proposing to suggest.

Mr. BRITTEN. Those were the only changes you would suggest?

Admiral PARKS. Those were the only ones I think of now. I have endeavored to get a list of typical cases, but I haven't had time

deliveries, the deliveries being called for after this country entered into the war. The advance in labor and the fact that the Government took our tugs and transportation facilities from our raw field, where we got our raw material at Norfolk, made it necessary for us to make a large portion of this cement up at Egypt, Pa., and we actually lost between \$79,000 and \$80,000. Except by a bill of this sort we have no recourse. We have no contractual relations with the Navy Department or any other department of the Government. The contractor for the dry dock has been taken care of in a special bill, and his loss has been made good to him.

Mr. BRITTEN. When was that?

Mr. SCOTT. That was done under—within a month of the special bill which passed both the House and the Senate.

Mr. BRITTEN. It was an increase for the cost of construction, but was there a personal increase also for the contractor?

Admiral PARKS. It was an amount appropriated to continue the construction of the dry dock, intended to cover the actual deficiency of the Government it was then under and the loss of the contractor. That particular contract had provision of a bonus for completing the dock ahead of a set date, and we had paid \$167,500 bonus. That appeared in the matters presented to the Appropriations Committee, and that committee reduced the amount called for to that necessary to cover the Government's deficiency and the loss then shown by the audit of the contractor's books, reducing it by the amount of the bonus that had been already advanced. So it simply covers the contractor's loss.

About that time the bureau was aware of the fact that the cement contractors had met material losses, and an inquiry was made as to whether that had been covered by the general contractor in his audit or not, and it had not been. The matter was one of such clear justice that if the general contractor's loss was to be covered the cement contractor's loss shown and that the matter was favorably recommended by the board; but this, too, was to be taken care of in those at that time.

Mr. BRITTEN. Why can't it be done now without the passage of this bill, through the general contractor under whom the gentleman's plant is operating?

Admiral PARKS. For the reason that no statement whatever was made to the subcontractor that his loss would be met. While a verbal contract had been made with the general contractor that his loss would have been made good, if the general contractor had taken care of the subcontractor's loss and included it in his it could have been taken care of under that verbal contract which the Appropriations Committee has made effective.

Mr. SCOTT. As a matter of fact, Mr. Chairman, the general contractor did agree to submit our claim with his, but he failed to do so.

Mr. BRITTEN. How much is your claim?

Mr. SCOTT. Eighty thousand dollars, approximately; seventy-nine thousand and some odd hundred dollars. According to the testimony of the general contractor, George Erie Construction Co., we were very materially effective in aiding him to finish this dry dock on time. He is on record as saying that we cooperated with him in every way. The causes which brought about our losses were entirely

beyond our help. Increase of coal, increase of labor, and other conditions are responsible. We have tried to present our claim to the department, but we were told we had no chance, no standing, because we had no contract with the Government.

Mr. BRITTEN. Just at that point, if you had no contract with the Government on this particular construction, you nevertheless must have sold millions of dollars worth of cement to the Government during the war. Did you sell lots of cement to contractors doing Government work during the war?

Mr. SCOTT. Oh, I think as a matter of fact this is the only large contract we took.

Mr. BRITTEN. That is an unusual condition.

Mr. SCOTT. Yes; you see the production of cement was very materially curtailed during the war. Nobody was allowed to make cement except for specific purposes and no building was allowed to be put up except under public control.

Mr. BRITTEN. I am satisfied you have examined this bill very carefully; does it meet the desire of yourself and clients? Do you think it is perfectly fair to you as well as to the Government?

Mr. SCOTT. Yes. It is the only way I know of, some bill of this sort, to get relief; some bill that gives us an opportunity to file our claim or prove our claim. If necessary, we want it followed up by a subsequent appropriation to pay the claim. There is no difficulty about proving some of these claims. Some one said to-day if we had to wait to go through the court of claims we don't know whether we will live that long or not.

Mr. BRITTEN. Are you satisfied with Admiral Parks's definition of that part of the bill which says the word "contractors" shall be deemed to include subcontractors or material, etc. Do you think you will come under that all right?

Mr. SCOTT. Yes; I don't think there will be any question about that, because it provides in there for the relief of contractors and subcontractors that worked under the Navy Department. I think that is clear enough. We are certainly a subcontractor for a contractor, doing work for the Government. If not, I don't know what contractor could mean unless it means that.

Some relief of this sort has to be given, apparently, because I don't know of any other way in which those of us who lived up to our contracts and suffered losses can be reimbursed. In the case of the drydock the Government took over the contract for a lot of other raw material, the sand, the gravel, and, I understand, even the steel and agreed that the general contractor should suffer no loss. We didn't squeal. We went ahead and lived right up to our contract, made up our minds we were not going to delay that drydock a day.

Mr. BRITTEN. I understand if your claim had been presented in time—

Mr. SCOTT. It was presented to the department, but it had no standing with the department for the reason we were a subcontractor.

Mr. BRITTEN. Admiral, why couldn't it have been taken into consideration when the department requested a sufficient appropriation for the general contractor? The subcontractor and contractor are

one in a case of this kind. Without the subcontractor they couldn't have gone ahead with the drydock.

Admiral PARKS. The former chairman of the committee said there was a hitch in it.

Mr. BRITTEN. The former committee heard it—the Appropriations Committee.

Admiral PARKS. They heard it and they know of conditions. But if the general contractor had paid or assumed this loss the amount would have been included in the amount included in the deficiency bill.

Mr. BRITTEN. I see the point. If he had paid them for their loss, he would have been reimbursed in the natural way.

Mr. SCOTT. We have a letter from him stating he would include our claim, but he failed to do so. I suppose he didn't want to make his too large.

I would be very glad to think they were included.

Admiral PARKS. I don't know exactly what is due the general contractor. The amount stated was stated as shown by an audit. The audit had been stopped before certain adjustments had been made, and the probability is that the completed audit will show losses to be less than at that date. I may have \$80,000 left under that deficiency appropriation when the general contractor's account is finished up. I will have no authority whatever to pay it on account of the subcontractor. The matter of cement I knew was not correct in that article. That just came to me direct from the subcontractor, and that was due to the account between the Dry Dock No. 4 and Dry Docks Nos. 6 and 7 not having been completely adjusted at that time.

Mr. BRITTEN. Mr. Scott, have you set out as clearly as you care to your case in the record?

Mr. SCOTT. If it meets with your approval, I would like to submit a part of the evidence—the testimony taken before the subcommittee on appropriations of the Senate, pages 27 and 28 of the proceedings.

Mr. BRITTEN. What date?

Mr. SCOTT. The second deficiency appropriation bill, 1920, February 11, 1920.

Mr. BRITTEN. We won't insert the hearings, but we will make that reference.

Mr. SCOTT. Then the testimony before the House Appropriation Committee on page 342.

Mr. BRITTEN. What date?

Mr. SCOTT. January 6. The full testimony was given there and included in that also were the copies of correspondence between the general contractor and ourselves, showing that we made the request that he should include our statement and his statement that he would do so. I think that was the testimony taken before those two appropriation committees, and that will cover our case. As I said before, so far as we know it is the only way we can get relief, the passage of a bill of this sort.

Mr. KRAUS. During the term of your contract with the subcontractor, when was the cement to be delivered?

Mr. SCOTT. It was subsequent to the entry into the war. We started deliveries five months afterwards.

Mr. KRAUS. I am not asking you that, but under the terms of the contract when was it to be delivered?

Mr. SCOTT. We made that contract in November, 1916, and the admiral may be able to say when it was started. I don't know exactly, but I know it was some time in the following year—early in the year it was supposed to begin.

Mr. KRAUS. I would like to have the language in there as to the time of the deliveries.

Mr. SCOTT. I am sorry I haven't got the contract with me.

Mr. KRAUS. You haven't got the file in the case have you?

Admiral PARKS. No; I don't think I have that.

Mr. SCOTT. When did they start the work; do you know the date on that?

Admiral PARKS. No; I don't know the date when they started on that. I think the cement was needed there about the following September, probably called for deliveries in August.

Mr. KRAUS. August, 1917?

Mr. SCOTT. August, 1917.

Admiral PARKS. That is a point that has been brought up in connection with another cement delivery for the dry dock at Philadelphia.

Mr. SCOTT. Now, the losses are \$80,000 losses, actual losses, and it is not based at all on the Government's price of cement, the price that was fixed. If we were to base it upon that, we wouldn't have any loss at all. We would have a profit. The Government price was fixed at \$1.20. Our contract price was 80 cents a barrel. And since it was made the Government price was fixed at \$1.20, and at \$1.20 we would have made a profit.

Mr. KRAUS. Suppose your loss of \$80,000 is sustained by the department, your cement will not even then run to \$1.20, will it?

Mr. SCOTT. No; at \$1.20 a barrel we would have about \$30,000 profit over the \$80,000.

Mr. BATTEN. I thank you very much, Mr. Scott.

Mr. SCOTT. Not at all. I thank you.

**STATEMENT OF MR. ROGER O'DONNELL, COUNSEL FOR THE RELIEF ASSOCIATION OF YARDS AND DOCKS CONTRACTORS, WASHINGTON, D. C.**

Mr. BATTEN. I think, gentlemen, we will now hear from Mr. Roger O'Donnell, and I think I might suggest that the various contractors who have done work under the Yards and Docks have formed an association and they had a meeting on yesterday at which some form of proceeding was agreed upon and their representative is Mr. O'Donnell. The name of the association is—

Mr. O'DONNELL. The Relief Association of Yards and Dock Contractors. And I would say, Mr. Chairman, that we have decided to present only a limited number of the specific cases in order to save the time of the committee. There are present some 14 or 15 of the individual contractors and their representatives, but obviously it would be merely cumulative if you were to hear them all and we have conferred and eliminated such of them as we feel we can from the consideration of the committee in order that we might show only some typical instances of losses that ought to be reimbursed by the United States.

The Relief Association of Yards and Docks Contractors, a voluntary association of firms and individuals having public-works contracts with the Bureau of Yards and Docks of the Navy Department during the war period, submits the following brief and statement of facts in support of the principles underlying the bill H. R. 13390, Sixty-sixth Congress, second session:

This association seeks the enactment of a measure having for its object the reception and investigation of claims for actual losses arising under contracts which involved Government work during the war period; it does not seek an appropriation measure, nor does it ask Congress to recognize any principle except that of reimbursing actual losses, anticipated profits being expressly excluded by the terms of the bill itself. Adequate provision is suggested for protecting the interests of the Government by excluding from consideration those contracts which were abandoned pursuant to supplemental contracts in the interest of the Government after the armistice was signed; also for eliminating all such losses as may have arisen from the relinquishment or cancellation of other business because of Government orders.

So far as yards and docks contracts are concerned, the causes of loss beyond the control of the contractors may be said to fall under these main heads, namely:

First. Embargoes or restraints upon trade or traffic, more particularly in vital delays of freight shipments because of the necessity of giving first preference to war materials for export and because of the establishment of priorities operating in favor of those materials required in military operations abroad.

Second. Materials furnished, work and labor performed, and expense incurred as a consequence of the foregoing causes; for example, the inability, for reasons previously indicated, to procure material as specified, necessitating the substitution of more costly material; also the impracticability of promptly proceeding with projects contemplated by the contracts, necessitating heavy expenditures for work and labor which were not productive, and including excess overhead expenses during periods of enforced inactivity.

Third. Increased costs of material, transportation charges, and labor, together with the inability to procure the necessary skilled labor, due directly to governmental control or competition, which will be further noticed hereafter.

Fourth. Assessment of liquidated damages for delays in completing contracts without reference to the fact that such delays were caused, directly or indirectly, by the operations of Government agencies.

It is a fact which is the subject of general knowledge that the activities of the Government during the war period were of such a broad and everchanging character as to upset practically all calculations based upon the reasonable possibilities that were observable at the time most of these contracts were executed. For instance, so rapid were the unforeseen changes in the industrial situation, the transportation problem, the labor questions, the continuance of material supply, etc., that no one could forecast the myriad of contingencies which could and actually did arise to interfere with and prevent the performance of public contracts. The Government itself became a

strong and direct competitor of private enterprises, entering fields never heretofore dreamed of. For example, the inauguration and expansion of the shipbuilding program; the policy of industrial housing and the tremendous extension of cantonment facilities, involving great inroads upon the supply of labor and building material; the construction of railroads, docks, and other public works in France, with the use of American men and materials, etc.

Most of these activities did not manifest themselves or become expanded to a marked degree until a long time after the United States entered the war, and it would be unreasonable to expect that contractors could or should have foreseen and stipulated against all these new and unique activities and have withheld their proposals from consideration until the time came that they would have been tendered such liberal contracts as to eliminate all possibility of loss; had they followed that cautious course, the valuable, necessary, and timely services and facilities of the members of this association would not have been available to the Government when they were most needed.

In the absence of an enabling statute, there seems to be no authority vested in the executive officers of the Government to entertain claims other than those which arise within and under the terms of express contracts. Administrative officials lack the right to receive or investigate matters which, as under the legislation now proposed, find a foundation upon equitable principles of right and justice.

Congress has properly reserved to itself the power to recognize situations which are extracontractual in character, and has repeatedly exercised such right by providing the means of extending equitable relief to those who have been called upon to aid the Government in time of need. If the potential claimants under the proposed legislation had their command, other just means of relief from the burdens which have been thrust upon them without fault of their own, they would have sought them ere this; but there is no other means than that of new legislation to meet the peculiar situation presented. Similar conditions in other departments of the Government have been relieved by congressional action. There may be cited section 8 of the river and harbor act approved July 18, 1918, which gave the authority to readjust river and harbor contracts; also the Dent Act approved February 2, 1919, under which the Secretary of War was given broad powers to readjust war-time contracts in his department; also the Langley Act approved August 27, 1919, authorizing the reception and investigation of claims for war-time losses incident to the construction of post offices and other public buildings under control of the Treasury Department. No superior equities dictated the enactment of those measures beyond the justice and right which underlie the relief measure now under discussion.

There seems to be no logical reason why those conditions which have been recognized as needing adjustment in the War and Treasury Departments should be any less potent as applied to like situations in the Navy Department. The difficulties, embargoes, shortages of labor and material, and so forth, are no less demonstrable in connection with Navy contracts than they have been in the cases of similar contracts with other Government departments.

In a letter dated June 26, 1919, addressed to the chairman of the Committee on Naval Affairs, House of Representatives, the Secretary of the Navy indicated the necessity for relief legislation of some kind, and made a number of suggestions which are embodied in the pending bill, in so far as they have been considered necessary to effectuate its object. The views of the Navy Department as then expressed were generally favorable to the enactment of some such legislation.

On November 6, 1919, the Secretary of the Navy submitted a report on the bill H. R. 9722, and, while adverse comment was made as to certain features of that measure, the report stated:

I am thoroughly convinced that the better way to handle a rather difficult situation will be for the department to investigate the claims which have been presented to it and to forward the results of that investigation with my recommendations to Congress for such action as it may find proper.

This is precisely what  
mentally authorizes and  
Without statutory author...  
them or the consideration w...  
open to serious question.

13390 contemplates, and inci-  
Secretary of the Navy to do  
investigations, the right to make  
sults might receive are at least

In a report, dated December 1  
Secretary of the Navy recon-  
substantial respects, corres-  
an order dated October 24,  
without express legislative au-  
which stated, among other th...

upon the bill H. R. 10708, the  
substitute bill which, in many  
ly with the pending measur-  
ling for the reception of claims  
was inclosed with the report,

I have caused to be prepared a substitute for all bills of the same nature now pending before your committee and inclose copies for your consideration. As you will see, it follows closely my order of October 24, and, being general in its character, will afford relief to all classes of contractors who are entitled to it. I should prefer legislation in some such form if the committee believes that the order already mentioned will be insufficient to afford the relief which it has in view.

It may be appropriate at this point to call attention to the fact that any appropriation proposed without antecedent legal authority would be subject to a point of order; hence the ineffectiveness of the method laid down in the order of October 24, 1919.

Again, on January 22, 1920, in a letter addressed to the Speaker of the House of Representatives, the Secretary of the Navy said:

In a number of cases contractors are suffering a severe hardship because of losses in carrying out or in attempting to carry out fixed price contracts with the department, which losses resulted, in one way or another, from the activities of the Government, and it is earnestly recommended that the necessary legislation authorizing the department to receive and investigate such claims and report thereon to the Congress be given favorable consideration at an early date.

In so far as the public-works contracts awarded by the Bureau of Yards and Docks are concerned, it may be stated that a majority of them were "fixed-price" or "lump-sum" agreements, and most of the remainder were awarded upon a basis of "unit prices"; in other words, the scope of the cost was limited by a schedule or addendum which stipulated the make-up of every substantial unit going to constitute the complete whole. The substitute bill drafted in the Navy Department excluded all except "fixed-price" contracts, but it is submitted that such limitation would work an injustice by debarring

from relief those who had "unit-price" contracts which were the subject of well-marked losses, owing to the rapid expansion in prices and costs due to Government activities. There was no flexibility in the adjustment of unit-price provisions, either by the executive or accounting officers.

Mr. BRITTEN. Do you feel that the suggestion of Admiral Parks, that the unit price was, in fact, a fixed-price contract, is, as a matter of fact, correct?

Mr. O'DONNELL. If the bill could be so construed, undoubtedly so; and if you say fixed price, that would be true.

Mr. BRITTEN. A unit price is a fixed price?

Mr. O'DONNELL. A fixed price ordinarily means a lump-sum contract.

Mr. BRITTEN. I do not agree with you.

Mr. O'DONNELL. That is the way it is generally accepted among the accounting officers of the Government.

Moreover, such limitation would operate to deny relief to those subcontractors and material men who had "fixed-price" contracts incident to general contracts which were on a unit-price or cost-plus basis. It is therefore submitted and urged that the broader provision in the bill H. R. 13390 is both equitable and just.

The pending bill in section 2 provides for waiving, mitigating, or remitting liquidated damages assessed against contractors under circumstances as set forth in the measure. In a large number of cases the enforcement of the liquidated-damage clause in contracts without according recognition to the fact that the Government activities were fundamentally responsible for delays in completion has been the basis of untold wrong and injustice to those who have been thus mulcted. It is an unfortunate fact that the stringency of rulings made by the accounting officers of the Government has left little room for discretion upon the part of the executive officials making contract settlements. One of the most troublesome causes of loss arose from the deduction of sums denominated as "liquidated damages," but which, in operation at least, are out and out "penalties" in the ordinary sense of that term. Some of the equitable provisions in the bill under discussion afford relaxation of the onerous and bur-

been possible to obtain without more or less extensive accounting research.

For the information of the committee, this association is amplifying the facts which will be given at this hearing by a brief summary indicating the probable scope of the claims that may be presented for examination if the pending bill is enacted into law, namely:

Name and address of contractor.	Number of contracts.	Site of work.	Amount of contract.	Estimated losses.
R. H. Arnold Co., New York and Los Angeles.	5	New London, Conn.; Charleston, S. C.	\$526,055.00	\$75,000.00
The Austin Co., Cleveland, Ohio.....	5	New London, Conn.; Annapolis, Md.; Washington, D. C.; L. Denmark, N. J.	851,560.00	295,000.00
Gypsum Fireproofing Co., Chicago, Ill.....	(1)	Philadelphia; Annapolis, Md.; Washington, D. C.; Norfolk, Va.	134,417.43	26,902.57
Griffiths Concrete & Construction Co., Pittsburgh, Pa.	1	Portsmouth, Va.....	298,000.00	43,000.00
Jarrett-Chambers Co., New York, N. Y.....	1	Brooklyn, N. Y.	391,000.00	59,900.00
M. H. McCloskey, Jr. (Inc.), Philadelphia.	10	League Island.....	1,766,429.23	108,000.00
J. Henry Miller (Inc.), Baltimore, Md.....	5	Port Mifflin; Annapolis, Md.; Washington, D. C.	1,445,008.13	130,000.00
F. G. Proudfoot & Co., Chicago, Ill.....	1	Pensacola, Fla.	649,622.53	163,500.00
Robbins-Ripley Co., New York, N. Y.....	1	New London, Conn.	297,323.25	63,000.00
Sound Construction & Engineering Co., Seattle, Wash.	1	Bremerton, Wash.....	600,000.00	120,000.00
The Simons-Mayrant Co., Charleston, S. C.	1	Charleston, S. C.....	120,613.51	21,000.00
Westcott & Mapee (Inc.), New Haven, Conn.	1	New London, Conn.	39,999.00	19,124.00
Industrial Heating & Engineering Co., Milwaukee, Wis.	1	Portsmouth, Va.....	92,500.00	15,950.00
Howard Bros., South Boston, Mass.....	1	Hingham, Mass.....	73,863.00	5,800.00
J. H. Wiese, Omaha, Nebr.....	1	Norfolk, Va.	65,000.00	5,500.00
Raymond R. Bill & Co., Springfield, Mass.	1	New London, Conn.	43,814.55	4,000.00
H. Chambers & Co., Baltimore, Md.....	1	Annapolis, Md.	43,883.00	14,600.00
Clark & Winston Co., Washington, D. C.	1	Washington, D. C.	58,000.00	2,000.00
Conn. Hassam Paving Co., New York, N. Y.	1	New London, Conn.	30,000.00	3,000.00
Col. Circ. Constr. Co., New York, N. Y.....	1	Lake Denmark, N. J.	136,506.34	77,000.00
Eaton, Brown & Simpson (Inc.), New York, N. Y.	2	Cape May, N. J.	582,000.00	37,000.00
Deverell, Spencer & Co., Baltimore, Md.	1	Washington, D. C.	6,700.00	4,600.00
Faribault Building Corporation, New York, N. Y.	4	Washington, D. C.; Anacostia, D. C.	661,000.00	103,500.00
John Galber, Seattle, Wash.	1	Keyport, Wash.	175,478.00	14,350.00
Johansen & Kiernan, Norfolk, Va.	2	Norfolk, Va.	37,000.00	8,500.00
Wm. Linker Co., Philadelphia, Pa.	2	League Island.	432,500.00	50,320.00
James Mills & Son Co., Worcester, Mass.	1	New London, Conn.	16,837.00	2,600.00
Daniel O'Day Co., San Francisco, Calif.	1	Mare Island.	45,909.12	8,750.00
Hans Pederson, Seattle, Wash.	1	Bremerton, Wash.	40,000.00	3,025.92
Dan'l S. Schaffer Co. (Inc.), Baltimore, Md.	1	Annapolis, Md.	86,000.00	24,250.00
Stewart Engineering Corporation, New York, N. Y.	3	Guantanamo; Port au Prince.	695,000.00	62,000.00
Joseph Seay & Co., Petersburg, Va.....	1	Portsmouth, Va.	8,000.00	1,300.00
Louis J. Stelling, New York, N. Y.....	2	Wards Island, N. Y.; New London, Conn.	23,000.00	9,000.00
J. H. Terry & Co., Philadelphia, Pa.....	1	Cape May, N. J.	46,100.00	3,900.00
United Marble Co., Rutland, Vt.	1	Annapolis, Md.	(2)	16,269.72
Warren-Ehret Co., Philadelphia, Pa.	1	do.	(3)	10,000.00
White City Electric Co., Chicago, Ill.	1	Portsmouth, Va.	60,000.00	7,285.00
C. L. Wold Co., San Francisco, Calif.	1	Pearl Harbor.	38,000.00	3,600.00
Warren, Moore & Co., Philadelphia, Pa.	4	Charleston, W. Va.; Washington, D. C.; League Island.	950,468.00	83,000.00
George Wagner, San Francisco, Calif.	1	Mare Island.	279,000.00	34,000.00
Approximate total.....			11,847,157.10	1,641,452.59

<sup>1</sup> Subcontractor; <sup>6</sup> subcontracts.

Subcontracts.

<sup>2</sup> Totals not available.

This association has been advised by a number of other contractors for public works under the Bureau of Yards and Docks that they are interested in this legislation, probably through the existence of small claims which may be found cognizable under its

visions: but data is not at hand to enable us to advise the committee of the details. There is tendered for the use of the committee a list showing who these potential claimants may be, in order to suggest the possibility that these firms and individuals may ultimately file claims to the extent that their respective interests may appear.

The Association of Yards and Docks Contractors earnestly desires that the Congress may follow the precedents heretofore created and take the initial step toward the granting of complete relief. Its efforts have been and will continue to be directed toward the presenting, in an honest and just manner, the equitable claims which are now being urged.

Several of the contractors who have suffered losses as just described are present or represented and the committee is asked to hear them upon some of the details as to how their respective losses occurred.

I have here, Mr. Chairman, a list of the interested members which, with the permission of the committee, I will insert in the record.

The CHAIRMAN. That may be inserted.

(The list referred to is as follows:)

Nicholas Fleiness, Seattle, Wash.  
Bowers Southern Dredging Co., Miami, Fla.

Clinton Construction Co., San Francisco, Calif.

Carroll Electric Co., Washington, D. C.  
F. A. Days & Sons, Provincetown, Mass.

John W. Danforth Co., Buffalo, N. Y.  
Dorsey & Mitler Co., Baltimore, Md.  
The Darling-White Construction Co., Newport, R. I.

Gettleman Bros., San Francisco, Calif.  
Hawaiian Dredging Co. (Ltd.), Honolulu, T. H.

A. M. Hazell (Inc.), New York, N. Y.  
Hayden Lumber Co., Scranton, Pa.

King Lumber Co., Charlottesville, Va.  
Kettler-Elliott Co., Chicago, Ill.

Kohlbray-Howlett Co., Chicago, Ill.  
Lange & Bergstrom, San Francisco, Calif.

Los Angeles Planing Mill Co., Los Angeles, Calif.

James Miles & Son Co., Worcester, Mass.

C. H. Mentzinger, Brooklyn, N. Y.  
M. I. O'Connor, Northampton, Mass.

W. A. Parker, Bremerton, Wash.  
Bruno Pizzimenti, Pitman, N. J.

Richardson & Burgess (Inc.), Washington, D. C.

T. A. Scott Co., New London, Conn.  
T. H. Terry & Co., Philadelphia, Pa.

Mr. O'DONNELL. I would like the committee to hear first Mr. F. Laird Snowden, secretary-treasurer of Griffith's Concrete & Construction Co., of Pittsburgh, Pa.

#### STATEMENT OF MR. F. LAIRD SNOWDEN, SECRETARY-TREASURER GRIFFITHS CONCRETE & CONSTRUCTION CO., PITTSBURGH, PA.

Mr. SNOWDEN. Mr. Chairman and gentlemen, my company had a contract with the Bureau of Yards and Docks for the construction of the 11 buildings at the munition depot at St. Juliens Creek, Va. The contract was dated August 26, 1918. Bids were taken on the work on August 3, 1918, and the work was entered upon on August 20, 1918. The amount of the original contract was \$293,942, and was enhanced by extras to a final amount of \$303,507. The contract not yet complete.

In the special provisions of the specifications there are two clauses which set the final date of completion within 100 days of the telegraphic communication notifying us of the award of the contract.

which was unusual, in a majority of contracts the time being taken from the date of the receipt of the executed contract, which amounts sometimes to a month or six weeks, in which a contractor could work extra time. The penalty for time beyond the 100-day limit was in the total amount of \$106 a day; \$15 a day on 10 buildings and \$10 a day on the other buildings.

Our claims for extensions of time were granted by the bureau, amounting to 162 days, on claims submitted by us. The original date of completion was set at November 27, 1918, but with the extensions of time granted by the bureau brought the date up to May 28, 1919.

We were handicapped and put to expense through governmental agencies in this respect, that we were working under the Board of Labor Control in a disadvantageous position, being adjacent to a cost-plus job carried on by the United States Housing Corporation, at Cradock, Va., which was within a mile of our operations and 1 mile nearer the source of labor supply. Our damages up to the present time amount to about \$43,000, caused by increases on account of priorities, increases because of labor, Government control of shipping facilities, and Government control of sand and gravel.

St. Julians Creek is situated four miles from Portsmouth, Va., which is the source of labor supply, and transportation accommodations are furnished by a trolley line running out to the munitions depot. The service consists of cars every half hour between the hours of 6 and 8 in the morning and 5 and 7 in the evening, and the rest of the time hourly. Cradock is situated one mile nearer town and there is access to it by a good public road. St. Julians Creek has no such facilities, the roads being impassable most of the time.

Shortly before bids were taken on our work, the War Labor Board undertook to allocate labor and to distribute the same to contractors in the Hampton Roads district, in which our work lay, and also established the rate of wages in that district. We were under the impression from the special provision set forth that the time should start on the receipt of telegraphic communication that our job was a very desirable job to be completed. We were under the impression for that reason that we would surely receive consideration from the Board of Labor Control.

As I said, we received a notification on August 20, and on August 22 we had a man on the job, and within a week of that time we had a nucleus of about 10 men to build up our organization. Immediately upon the arrival of our representative in Portsmouth we stated our requirements to the War Labor Board for labor. We also learned that labor could be recruited in some towns of North Carolina, and we sent a man down there to recruit some labor for us. In this way we were able to secure about 30 men with which to start operations. That is all we had for two weeks, when we again requested aid from the War Labor Board, and we continually requested aid from that board until we suspended operations.

About two weeks after we started our contract the United States Housing Corporation started the project at Cradock, and that contract at Cradock was let on a cost-plus basis. In addition to that, the contractor was furnished with several automobile buses for the accommodation of labor, bringing them to and from their work.

The proximity of this cost-plus job of the United States Housing Corporation placed us at a very great disadvantage, due to the restrictions which were forced upon us, which they did not have to endure, and at the same time we had to pay wages which compared equally with theirs.

Mr. BRITEN. You had to meet their wage scale, and in doing so the price of your contract ran up, and you want redress from the Government on that account?

Mr. SNOWDEN. That is not it exactly. We were deprived of labor because labor would rather go to the Housing Corporation job where they were not restrained. People working for us had to go in under guard, and they had to come out under guard, and they had to be searched for matches, and we had to pay for the transportation of the men back and forth to and from work, and it was hard for the men to get to work. The men going home were hanging on the outside of the cars, many of them. There were possibly 8 or 10 cars to carry a couple of thousand men. The men were very much dissatisfied, and instead of coming to work for us they would work for the Housing Corporation. The only men we were getting were the men who could not get work with the Housing Corporation.

Mr. BRITEN. A job with your concern was not nearly as desirable as one under the Housing Corporation?

Mr. SNOWDEN. No; and we requested permission to increase our rates so we could get the men out there, but it was denied us.

In regard to the matter of Government control of sand and gravel, about the 25th of January we had to lay off 65 men whom we fought hard to get there, and we had a hard time to get them, because there was no sand and gravel to keep going, while at the same time this Housing Corporation had too much sand and gravel. They could not unload the cars they had. I do not know where they got their supplies, but evidently they did not get them from the Navy Department.

Another point was the matter of the Government control of shipments. We had to have all our shipments sent to the Board of Control of War Construction Activities in care of the navy yard. Sometimes we received notice of arrival and sometimes we did not. Our demurrage bill amounted to \$4,800. On one particular car we had a demurrage of \$150, because we did not know the car was there. Our records will show that we were delinquent only on two days, and outside of that we unloaded our cars fairly promptly.

Mr. KRAUS. Of all the difficulties with which you had to contend you only detailed one, I take it, which you could not have anticipated, and that was the activity of the Housing Corporation at Cradock. Every other governmental restriction or allocation or priority, wherever it may have been, all were in operation before August 2, 1918, at the time you took this contract. The only one activity that may have interfered with your work that was new was the activities of the Housing Corporation.

Mr. SNOWDEN. The board of control had been in operation just three weeks before we bid on that work, and nobody knew how it was going to operate, and we were notified that all shipments of material would be to this board of control of war construction activities, and that notification arrived after we had the contract.

Mr. KRAUS. I am not asking you this question for the purpose of passing on your particular case, but you will understand this committee must take into consideration governmental interests, and the Government, I assume, is not going to take care of the mistakes of contractors or their delinquencies or the fact that they may not have taken into consideration every element that entered into the contract at the time they took it. In this case you knew of every one of these processes, or should have known of them, except the fact that the Housing Corporation was going to commence activities within a few miles of you.

Mr. SNOWDEN. No; we should not have known about that——

Mr. KRAUS (interposing). Have you ever had any other Government contract?

Mr. SNOWDEN. No, sir.

Mr. KRAUS. This is your first experience?

Mr. SNOWDEN. Yes; and probably will be the last one.

I have another point I would like to touch on briefly. On April 29 we were forced to suspend operations, due to the fact that we had to pay bricklayers a dollar an hour, and the board of control refused to let us pay bricklayers more than 86½ cents an hour. That is what tied up the job, which is practically where we left it, with this exception, that the navy yard took the work over and is attempting to do the work with their own bricklayers, which they have been unable to do so far. There are 10,000 brick to lay now. There were about 15,000 to lay when the Government took it over. They have laid 5,000 in about four months. They have only three men themselves, and their time is used up in making repairs.

That has tied up my money, and I have had obligations to meet, and I have to borrow money to meet the obligation.

Mr. BRITTEN. You are very optimistic if you feel that this bill is going to help your case down there.

Mr. SNOWDEN. That is what I am looking for relief for. A short time after the work was suspended they made a payment to me and about December they made another payment. So they do not owe much money just now, but I have gotten material down there and the material has been spoiled. Three of my subcontractors have busted up and I will have to re-let the subcontract to somebody else.

Mr. BRITTEN. Did those three subcontractors fail because of the contract they had with you?

Mr. SNOWDEN. One of them failed on account of the Government activities partially due to my contract. One of them was a general contractor under the Government and a subcontractor under me as a plumber. The other man was a painter. He got drunk down there and disappeared. Then the lightning-rod man died with the "flu," and left his widow who is unable to carry on his business.

Mr. BRITTEN. How much was your contract, in money?

Mr. SNOWDEN. It amounted to \$303,507.

Mr. BRITTEN. That was the largest contract you ever had?

Mr. SNOWDEN. That was my first contract.

Mr. BRITTEN. Of any kind?

Mr. SNOWDEN. Yes.

Mr. BRITTEN. The Government took a long chance when they gave it to you?

**Mr. SNOWDEN.** I think I took the chance, and not the Government.

**Mr. O'DONNELL.** Mr. Chairman, I would like you to hear now **Mr. J. C. McGloskey**, Secretary of **M. H. McCloskey, jr. (Inc.)**, Philadelphia, Pa.

**AMPLIFYING STATEMENT OF F. LAIRD SNOWDEN, SECRETARY AND TREASURER OF THE GRIFFITHS CONCRETE & CONSTRUCTION CO., OF PITTSBURGH, PA.**

Our company sustained losses approximately in the amount of \$43,000 on our contract with the Navy Department under the Bureau of Yards and Docks at St. Juliens Creek, Va., caused by the action of governmental agencies which unduly prolonged the completion of our work and increased the cost of our labor and materials.

The completion of our contract has been unduly delayed in particular by the action of the United States Board of Labor Control in assuming the allocation and distribution of the labor supply exclusively and prohibiting the recruiting of labor by individual contractors, thereby depriving us of the opportunity of securing an adequate force for the prosecution of our work after having failed completely in meeting our requirements as presented in accordance with their solicitation. We failed to secure a single man through the action of this board, although continually requesting aid.

Our contract was delayed by the action of the Government in assuming the control and distribution of sand and gravel in the Norfolk district and its failure to supply these materials at a time when they were most urgently needed for the prosecution of the work, while other projects in the district under Government control were oversupplied, thereby compelling us to reduce our labor force by one-half in a depleted labor market.

Our contract was and still is delayed by the refusal of the Government to allow us to pay the prevailing rate of wages to labor (mechanics) in this district, thereby compelling us to suspend operations, tying up our plant and equipment and permitting the deterioration of perishable materials.

These delays resulted in materially increasing our general office and overhead expense and delayed the payment of large retained percentage on work actually completed and compelling us to continue costly arrangements for meeting our just obligations.

The actual cost of our operation was materially increased by the action of the Government in the large housing project at Cradock, Va., under the direction of the United States Housing Corporation through the manner in which this project was undertaken. This project was developed subsequent to the beginning of our operation on a cost-plus basis, thereby relieving the contractor of expense incurred in recruiting labor locally by the offer of attractive inducements and the expense incurred in the establishment of conveniences and physical comforts for his men and in providing free transportation locally to and from his work. It was necessary for us to increase our expenses to the extent of meeting free transportation and offering additional overtime inducements to maintain our force of a now inferior class of men, as physical conditions did not permit us to overcome advantages enjoyed on this contract and a very inferior class of men gravitated to our operation.

Our material expense was increased through the use of more costly material than called for in our contract under assurances of the local inspector that this expense would be made up, which assurances afterwards developed to be unfounded. At the time our desire to expedite the work induced us to accept them as reasonable.

Our expenses were increased by the action of the Government in requiring us to consign shipments of material to the board of control, War Construction Activities, in care of the local navy yard, and through the failure of the local governmental authorities to present us with notices of arrival of shipments promptly and in a majority of cases not at all, thereby causing us to sustain excessive demurrage charges unwittingly and depriving us of means of verifying charges assessed and forcibly collected. Our shipments were also excessively delayed in handling by the local yard service.

Through increases granted in the rates of wages of laborers and mechanics by the United States Board of Labor Control, after submitting proposals on our contract, guaranteed by substantial certified checks in the hands of the Government, we incurred very considerable additional expenses.

The above enumerated acts of governmental interference affecting our work are those principally responsible for the loss which we have sustained on this contract to date. We believe the proposed bill, H. R. 13390, as we understand it, will afford us relief from the losses sustained by reason of these acts, and urge your favorable report on this measure.

As a final result of these conditions tying up our plant, equipment, and working capital, we have been obliged to discontinue further operation, and unless we are granted full relief disorganization of our business will probably ensue.

**STATEMENT OF MR. J. C. McCLOSKEY, SECRETARY M. H. McCLOSKEY, JR. (INC.), PHILADELPHIA, PA.**

MR. McCLOSKEY. Mr. Chairman, at the outbreak of the war we first began to estimate on work in the Philadelphia Navy Yard. During 1917, up to the 1st of November, we had been awarded approximately 10 contracts at Philadelphia, which were all estimated under 1917 conditions of labor and material expectations, or what we estimated we could get labor for and what the material would cost us. All these contracts had been awarded previous to November 1, which excluded the inclusion in the general specifications of Addendum No. 1, which reimbursed the contractor for one-half of the additional wage rates we were compelled to pay, and later on, during 1918, due principally to Government activities and the great increase of work at the navy yard, the Navy Department was forced to increase wages. Our rate at the start was 30 cents an hour, and we eventually paid 50 and 55 cents an hour. We had no just cause to ask the Government to pay us these additional costs of labor simply because this Addendum No. 1 had not been included in our original contract. All this work was estimated in 1917, and all our losses were incurred under contracts let to us in 1917.

We were awarded a contract in 1918 for the construction of the Navy aircraft assembly shop in Philadelphia, which is the only contract we estimated on in 1918 and were awarded that we made any profit on. That was estimated on the 1918 conditions as we saw them, and in the other contract we estimated on 1917 conditions which we had no idea would change so rapidly as they did. That is how we incurred our losses at Philadelphia.

MR. KETNER. Admiral Parks, do not all these contracts carry increased labor clauses?

Admiral PARKS. Not all of them. This Addendum No. 1 was adopted after the war had been in progress for some months, to enable the contractor to know that he was taking less chances on a wage increase than otherwise he would take. That is, the Government shared half of the increase with the contractor, under Addendum No. 1.

MR. McCLOSKEY. Of all our contracts the only one that actually included Addendum No. 1 was the one we made a profit on. On the balance of our contracts that were made without that addendum in them—those were the contracts on which we made our losses.

MR. KRAUS. What is the gross amount of your contracts?

MR. McCLOSKEY. Approximately \$1,750,000.

MR. KRAUS. Have you submitted a claim to the department showing your losses?

MR. McCLOSKEY. Yes; we have; on the wage increases which have been disallowed.

**Mr. KRAUS.** What was the amount of the claim?

**Mr. McCLOSKEY.** The claim that has been disallowed—in round figures, about \$15,000. That was for labor increases, just one-half for labor increase, as shown by the fact that the Government agreed to allow us to increase wages to what they were paying labor. If we increased labor and had to meet the conditions that required us to pay more than the Navy Department was paying, we had to stand that increase above what the Navy Department itself was paying. They agreed to pay half of them; so that while our claims have been disallowed and only approximately one-half of \$30,000, that does not actually represent the increase in wages we were compelled to pay, due to the general conditions of labor at that time. Hog Island was close to us, and also Fort Mifflin, and the United States Housing Corporation was within a mile of us, so that labor was very hard to get at all times at the navy yard.

**Mr. KRAUS.** You presented a claim on the assumption that Addendum No. 1 should have been put in all the contracts?

**Mr. McCLOSKEY.** That is one of our contentions. I have only taken it up from the viewpoint of the increased cost of labor. I have not gone into the actual interference, the Government interference with the delivery of material to our work, the diversion of material which was intended for us on these contracts, to other enterprises of the Government.

**Mr. KRAUS.** You mean you have not presented all the claims you intend to assert against the Government in the event of this bill becoming law?

**Mr. McCLOSKEY.** The only claim we have made to the bureau was in reference to the increased cost of wages, which were not included in the contract of 1917, and in which Addendum No. 1 was not included.

**Mr. BRITEN.** That was done in connection with the request for final settlement?

**Mr. McCLOSKEY.** No; we have received final settlement on the contracts. All those contracts have been settled, and we have no claim against the Government for any liquidated damages whatever. What liquidated damages were assessed against us have been taken care of since. The attitude of the department has been very fair to our firm.

**Mr. KRAUS.** Your matters have been settled, then?

**Mr. McCLOSKEY.** These matters in connection with our contracts were fixed, and the amount of the contract we agreed to and entered into with the department has been paid to us, with the exception that we claim that all the losses we made were made on contracts entered into with us by the department during 1917 and at a time when we were estimating upon work that we were basing our estimates on, not knowing that the rapid changes which later took place in the labor and material markets would so materially interfere with the performance of our contracts or meeting the costs of the work under the contracts.

**Mr. KRAUS.** You have never presented a claim to the Government claiming you had an actual loss on all these contracts?

**Mr. McCLOSKEY.** No; but I think it is a well-known fact that we had severe losses on all these contracts which I have referred to and

that we only made a profit on one contract, which was on the naval aircraft assembling shop, and that was a small profit considering the size of the job and the way the work was expedited.

Mr. KETTNER. What was the size of that job?

Mr. McCLOSKEY. About \$1,107,000, approximately. We made a profit on that job but on all our other work we lost money, and they were contracts estimated upon during 1917. We based our 1918 estimates on the conditions that arose in 1918.

The losses sustained by us were principally in connection with contracts taken in 1917. These contracts were estimated on prewar prices and normal conditions, but were completed under war conditions and in the face of governmental interference. Some of them did not include the so-called "Addendum No. 1" schedule, and even in those which included the Addendum No. 1 a final voucher and release was signed by us without any allowance for increased wages, to which we were entitled to the extent of one-half of such increase. We were assured that the Government's obligation in this respect would be adjusted even after final release; accordingly claims under the contract were taken up and approved by the officer in charge of the work, but disallowed by the auditing officers because final release had been executed. Thus the war losses were enhanced over what the contract itself provided against. Such claims were only pressed in 5 of the 10 contracts made by us, as Addendum No. 1 was not a part of the remainder, and the whole war loss fell upon us.

Our claims on the five contracts amount to \$15,000, representing 50 per cent of the increased wages as computed by the public works officer; but even this was at the navy-yard rates, which were at least 10 cents per hour per man less than the rates which actually had to be paid in competition with commercial work. Even to meet the navy-yard increases only one-half such additions were allowed to the contractor; moreover, the necessity of paying 12 hours' wages for 10 hours' work contributed to the increased cost due to war conditions.

Under the heading of demurrage we incurred a loss of about \$7,500 actually paid by us. This was due to several reasons, but principally because of the governmental instructions to consign all shipments to the public works officer, meaning a delay of a week to 10 days before the cars were turned over to us, the demurrage falling always upon the consignee.

In addition, all materials shipped to the League Island Navy Yard were delivered at a siding outside of the yard and handled from there by a Government locomotive; but the freight demurrage began with the placing of the cars on the outside siding, thus penalizing us for the Government's own delays in switching. Because of the congested conditions arising after our contract began, both delivery of loaded cars and removal of empties were delayed and the charges both ways fell upon us. Instances of such delays include one car actually held in the yard two weeks and another held two months. These conditions were strictly beyond our control and directly due to Government agencies.

Due to priority orders against our sources of supply, we were obliged to go into the open market and buy what we could get at any price demanded; for instance, due to the distribution of coal by the Government it was impossible for our brickyards to supply our needs

in addition to those covered by a priority order in favor of the Ordnance Department, necessitating that we pay an extra \$10 per thousand. On one job this brick item amounted to about \$10,000, and this condition prevailed in almost all classes of material required by us during the abnormal war condition. Another factor in increased material costs was the greatly increased freight rate fixed by the United States Railroad Administration. As priority orders and Federal administration of railroads all began after our contract was executed, we are clearly entitled to equitable relief.

In addition, we were compelled to meet direct Government competition by the shipbuilding operations at the adjacent Hog Island shipyard; the housing projects at Camden, N. J.; the cantonment work at Camp Dix, N. J. and the Ordnance Department activities, all of which depleted the labor market and enhanced prices because of cost-plus contracts. The near-by Government plants at Chester, Eddystone, and Wilmington added to the difficulty and all of these were started or attained rapid expansion after we had been tied up with a binding contract.

Mr. WALKER. I would like to ask if it is the idea of the association that they should be put upon the addendum No. 1 basis; in other words, their labor increases should be paid in full, or only half of them, as required by addendum No. 1?

Mr. O'DONNELL. I think if the increases in the cost of labor were due to Government activities, those increases should come within the scope of this bill and a fair amount should be paid.

Mr. WALKER. Then what would be the status of an addendum No. 1 man who only got half of it?

Mr. O'DONNELL. He would get the other half.

Mr. WALKER. I want to say one thing about the labor situation. The labor situation was such that the Macy wage board was organized in 1917. It did not do any very active work except on the Pacific coast until December.

Mr. O'DONNELL. Mr. Chairman, I will ask the committee to hear now Mr. A. C. Proudfoot, of F. G. Proudfoot & Co., of Chicago and Pensacola, Fla.

**STATEMENT OF MR. A. C. PROUDFOOT, REPRESENTING F. G. PROUDFOOT & CO., CHICAGO, ILL., AND PENSACOLA, FLA.**

Mr. PROUDFOOT. Mr. Chairman, we entered into a contract, No. 2734, with the Bureau of Yards and Docks on March 20, 1918, for the construction of a concrete pier and quay wall at Pensacola, Fla. The approximate contract price, based on a fixed unit price on the quantities as estimated by the Government figures, with the extras, about \$650,000, in round figures. Our estimate of costs on this work were based on our experience for a year in similar construction inside the same navy yard at Pensacola, in which this pier was to be built. We had every facility for knowing the exact conditions during the year previous to the letting of this contract and after the war had started, as our first contract for construction in the Pensacola Navy Yard began in August, 1917, in the construction of concrete sea-plane piers at that station. Our work began shortly after the award of the contract, on March 20, and was immediately

affected by the establishment at Fort Barrancas, a short distance from our work, of a large United States Army cost-plus contract—at Fort Pickens and Fort Barrancas—employing 700 men, and the wages were increased and every inducement possible was offered to the small available supply of labor to come to that particular job; and as the job was a cost-plus job, and as the contractor made more when he paid higher wages, the labor naturally went where they could do the least for the most money.

In addition to this, inside the corporate limits of Pensacola, which has a population of about 30,000, there was established, after the beginning of our work, the Pensacola Shipbuilding Plant, with a contract for 16, 9,000-ton steel ships, with five ways, employing 3,500 men out of their population of 30,000, where there was previously very little skilled labor. This had its effect on our work in that the common laborers rated by the shipbuilding plant as being blacksmiths and other skilled laborers, and their wages were increased in some instances from 17½ cents an hour to as high as 80 cents an hour. That naturally put us in competition with the United States shipbuilding plant on one side and a cost-plus United States contract on the other, and our total labor cost was \$308,000 against a total cost of \$650,000, so you can see that the great effect on our contract was due to the effect of Government activities on the labor.

In addition to these two effects—the shipbuilding plant on one side and the cost-plus Army contract on the other, we had a large force of recruiters from the Government plant at Muscle Shoals, operating in the city of Pensacola and the surrounding territory, who actually took engineers and other skilled men whom we had broken in and who had been working for months on our job.

In some instances we caught them recruiting men inside the navy yard. All these matters were taken up with the public works officer in charge of our work by letter, and he was fully aware of the fact, and at different times took up the questions with the bureau, but there seemed to be no relief, and we had to fight it out, which we did, and substantially finished our job there in January, 1920. We were treated very fairly by the Bureau of Yards and Docks and everyone connected with it, and they realized the situation we were up against. I must say they have helped us in every way they could, but we had to pay for the increases of labor or else not proceed with the work, which we need.

Notwithstanding we received \$45,000 as half of the increase, as provided by Addendum No. 1, which provides for half the increase as based on navy yard rates—we paid in excess of the navy yard rates, which was necessary in order to get men to do their work, and although the difference appears nominally as \$90,000, it was actually \$130,000. In other words, we paid a rate greater than the navy yard rate and were allowed no compensation under the addendum, which was a matter of technicality, and we did not claim it because we knew we had no legal right to claim it.

The situation was brought about entirely by conditions which we could not foresee, notwithstanding the fact that we had done work in the navy yard for a year previous to our contract in a similar line of labor necessary for the construction of this pier, but we had no way

of foretelling the establishment of a large United States shipbuilding plant requiring 10 per cent of the population of the town, in addition to a large cantonment at an old fort that had not been used since the Civil War, wherein they built a cantonment which would house five or six thousand men besides gun emplacements and other big improvements requiring a great many men.

In addition to that, they put water mains across the bay and came after our men, whom we had broken in on our construction work, and they were offered \$25 a day by the cost-plus contractor to lower water mains across the bay.

Mr. KETTNER. How much were you paying these men?

Mr. PROUDFOOT. We were paying at the beginning of this work—

Mr. KETTNER (interposing). At the time they offered them \$25 a day?

Mr. PROUDFOOT. I was paying these particular men \$6 or \$8 a day; not more than \$8 a day.

Mr. KETTNER. And the cost-plus contractor offered them \$25 a day?

Mr. PROUDFOOT. The cost-plus contractor offered them \$25 a day; and, furthermore, they got \$40 a day for that same work.

Mr. KETTNER. The same men you were paying \$6 and \$8 a day?

Mr. PROUDFOOT. Yes; they got as high as \$40 a day for 8 hours' work.

Mr. KETTNER. And the War Department approved the system, or agreed to that wage scale?

Mr. PROUDFOOT. Absolutely.

Mr. WALKER. The War Department orders under the agreement with the American Federation of Labor were that the union wages paid by the majority of employers of labor in the district should govern in that cantonment construction work. For a special class of labor some of them might be used as a boss machinist in connection with a plumbing job and they might pay them \$50 a day.

Mr. PROUDFOOT. There was no limit to what they paid a diver, if they could get one.

Mr. WALKER. The War Department never established any general scale of wages on cantonment construction.

Mr. PROUDFOOT. They paid men we were paying 20 cents an hour who, but at the beginning of our work, they paid immediately 40 cents and in some cases 48 cents an hour, and they recruited them from the yard gates and on the street cars and on the reservation, and we have letters to the public works officer when this was taking place in which we protested, and the only way we could finish our work was to hire a large corps of recruiters, disregarding the law, and not depending on the Labor Board, which never furnished a man, and we went out into the woods and down along the streams and swamps and took their inferior class of "Crackers" and broke them into the skilled trades which they have never heard of before.

Some of them had never had a piece of meat before they got on this job. We had to get them and break them in, and then the shipyard was liable to get them later. If they were no good we could keep them. We were up against that proposition from the day we started until we finished.

Mr. KETTNER. What is the amount of your loss?

Mr. PROUDFOOT. The amount is \$163,000.

Mr. KETTNER. Has this been admitted by the Bureau of Yards and Docks?

Mr. PROUDFOOT. We have made no claim, as we have no legal claim, except under the provisions of this bill, on which we may base a claim. We have been fairly treated under our contract; we are merely throwing ourselves on the mercy of the court, as it were. We have no legal claim and we know it.

Mr. KETTNER. You could not have stopped work at any time you wanted?

Mr. PROUDFOOT. Absolutely not, and we had to rest under a \$200 a day indemnity clause in our contract. We had to finish the job in a certain number of days or else pay a penalty of \$200 a day. We were under bond to make that good, and besides that we had \$75,000 worth of equipment, and under the contract they could confiscate the equipment in case of default in addition to getting the penalty on the bond. We had no chance to stop.

Mr. O'DONNELL. Mr. Chairman, I will ask the committee now to hear Mr. Paul S. MacMichael, secretary-treasurer of the Sound Construction & Engineering Co., of Seattle, Wash.

Mr. BRITTEN. We will be glad to hear Mr. MacMichael.

**STATEMENT OF MR. PAUL S. MacMICHAEL, SECRETARY TREASURER, SOUND CONSTRUCTION & ENGINEERING CO., SEATTLE, WASH.**

Mr. MacMICHAEL. Mr. Chairman and gentlemen of the committee, the members of our company have been for years experienced contractors of good reputation in the Pacific Northwest, working from Canada to California, thoroughly experienced in the class of work we undertake to construct.

In June, 1917, we made an estimate for the construction, on a unit-price basis, of a shipbuilding dock at the Puget Sound Navy Yard, that being the first shipbuilding dock in the world's history, as I understand it.

The contract was signed on July 15, 1917, and we were given until August 15, 1918, to build that dock. Immediately after the closing of the contract we entered into binding contracts with subcontractors and material men to protect ourselves on everything it was possible to protect ourselves on. We figured our labor, based on our experience as contractors and on the signed-up agreements we had, not personally, but which the contractors generally had with the union workers in that district. The rate for common labor at that time was \$3 a day for an eight-hour day.

We began work promptly. The first work, of course, was done by the steam-shovel men. That was done by a subcontractor, Stillwell Bros., a concern of good standing. There was practically no activity in shipbuilding in the Pacific Northwest at that time, and very little dreamed of by any of us.

It was only a short time before shipyards began to spring up on all sides of us. I believe there were from 20 to 30 shipyards competing for labor in the territory wherein we counted on getting laborers to do our work before we could complete our job.

At the time, we began our contract labor was plentiful, and there was more on the market than could be used. But because of the subsequent competition primarily of the shipbuilding interests and incidentally of other governmental activities, such as the construction of Camp Lewis, and then later of the Housing Corporation and other activities, you can well imagine that the competition for labor in that district was something awful. They would offer these men all sorts of wages in order to get them on their work, much of which was cost-plus work. Men who never made over \$3 a day in their lives were soon rated as skilled mechanics and making anywhere from \$15 to \$25 a day, counting the overtime and double time offered as a part of the inducement for them to go to the shipyards. Even 14 or 15 year old boys were paid from \$35 to \$50 per week. We had to compete with that condition.

During a part of the progress of our work we had a labor turnover as high as 25 per cent a week, due to the depletion of our forces by parties offering heretofore unheard-of inducements. That means, of course, inefficiency, regardless of how willing the men might be to work. That is a condition that increases the labor cost tremendously. On that portion of the work we reserved to do ourselves we made an estimate of \$90,000 labor cost and that went, on account of these increases, to over \$211,000. That is where we made our principal loss.

The job was estimated to run approximately \$600,000, and we wound up with a net loss of approximately \$120,000 exclusive of anticipated profit, all due to governmental activities that neither we nor anyone else ever dreamed of when we took the job.

Mr. BRITTEN. The job is completed?

Mr. MACMICHAEL. It was completed on the 31st day of January, 1919. If we had not had help from our bankers we would have been broke before we completed it, and we still face bankruptcy unless we are given relief.

Mr. BRITTEN. Has the dock been used successfully since then?

Mr. MACMICHAEL. I believe it is going to start a new era in shipbuilding construction.

Mr. BRITTEN. Are they building there now?

Mr. MACMICHAEL. I could not answer that. They launched—that brings up another point. To help along the war we made our work fit in with the Government plans and before the date on which we were supposed to complete our job (the date of Aug. 15, 1918) we permitted the Government to start to use part of the dock for the construction of a large steel ammunition ship and they were building two steel vessels before we got through in there, and a number of smaller ships have been started and completed since I left Seattle. They were all successfully launched a few months ago. It added greatly to our cost to arrange to give the Government access to part of the dock six months before it could be completed, but it added nothing to our compensation.

Mr. KETTNER. This dock was used only for shipbuilding purposes?

Mr. MACMICHAEL. It was primarily designed for shipbuilding purposes and vessels up to 950 feet or more in length can be constructed and launched from it more cheaply than from ways, but it is possible, when there are no ships being constructed, to use it as a dry dock for vessels of light draft.

Mr. BRITTEN. It can be used as a dry dock for vessels of light draft?

Mr. MACMICHAEL. Yes.

Mr. KETTNER. What do you mean, light draft?

Mr. MACMICHAEL. I could not answer that question off hand. The dock is about 30 feet 6 inches deep, the high tide comes to within about 6 feet of the top, and I suppose that would mean a draft of about 20 feet.

Admiral PARKS. Eighteen feet, with blocking.

Incidentally, there were certain materials and supplies we had to buy from time to time and the prices constantly increased, so that our losses were considerably enlarged.

Then three of our subcontractors practically failed. At the time we took the job we got bids on sand and gravel of 50 cents a yard f. o. b. scows alongside the dock. They only had to tow it up the sound, so they could sell it at a lower price than it could be bought for in many other places. We signed up at 50 cents per yard with a company we considered reasonable. Naturally, it was some time before we were ready to place the concrete, because the excavation had to be made first and by that time labor and transportation rates had gone to a point where the sand and gravel people laid their cards on the table and said, "Gentlemen, if you try to insist on us fulfilling our contract you will break us. If you will assume part of the burden we are willing to put through our job without any profit." We agreed to divide the job and ourselves take over the transportation end of it at whatever rate it might cost us and to pay them an increase at the sand and gravel bank over what they had originally figured. The result was that the sand and gravel cost us around 79 cents per yard. Had we gone out at the time they were threatened with bankruptcy and bought sand and gravel on the market it would have cost us not less than 95 cents, so we saved a good deal of money by making the deal with them, but the transaction added about \$12,000 to our loss. The men who were going to place the steel for the concrete construction said "We are broke," and disappeared, and we had to continue their work ourselves and put men on our pay roll to complete that work at an increased cost to ourselves.

That tells our story in brief, and our loss was due wholly to governmental activities that we could not anticipate when we took the job. I might say, too, that our subcontractors, Stillwell Bros., made a loss of approximately \$30,000 due to the same conditions.

Mr. O'DONNELL. Mr. Chairman, I would like you now to hear Mr. George F. Keller, of the Gypsum Fireproofing Co., of Chicago.

**STATEMENT OF MR. GEORGE F. KELLER, REPRESENTING THE GYPSUM FIREPROOFING CO., CHICAGO, ILL.**

Mr. KELLER. Mr. Chairman and gentlemen of the committee, the Gypsum Fireproofing Co., of Chicago, Ill., had six contracts for the furnishing of our gypsum roof deck and pyrobar partitions, which work came under the head of Bureau of Yards and Docks, Navy Department. On five of these contracts we were subcontractors, and on one we were direct contractors with the Navy Department.

These contracts were located in the Philadelphia Navy Yard, the Washington (D. C.) Navy Yard, one in the Norfolk and one at the Naval Academy, Annapolis, Md.

amount of these contracts is \$134,417.43; the total  
 ur claim for loss due to Government activities, within  
 of the proposed bill, is \$26,902.57; the total amount of  
 e furnished to complete these contracts was 757,180 feet.  
 for loss, as mentioned above, we have divided up under  
 headings, viz:

Insurance	\$1,196.43
rehabilitate	4,061.25
of labor	14,094.18
area	2,028.08
farm	715.76
for	1,675.33
cost	2,425.00

these items separately, they are subdivided as follows:  
the several contracts:

message.—Increase in freight rates by the United States Rail-  
road and Northern route 25 percent.

and	\$15.00
and	\$15.00
and	\$15.00

was issued by United States Railroad Administration (USRA) to which they considered more important to maintain materials to serve our interests for the future.

875 727 \_\_\_\_\_ 456 52

the purpose of this report is to provide information on the current status of the program and to recommend ways to improve it.

Mr. \_\_\_\_\_ \$50.00  
 Mr. \_\_\_\_\_ \$50.00

I have read your letter and am glad to hear that you are well. I am well and hope this letter finds you the same. I am glad to hear that you are well and hope this letter finds you the same. I am glad to hear that you are well and hope this letter finds you the same.

In general the commandeering of steel supplies by the Government and the consequent delays in securing steel necessitated heavily increased labor costs and expenses incident thereto, because of periods of enforced inactivity. The division of increased labor costs was as follows:

League Island Navy Yard.....	\$5,480.82
Norfolk Navy Yard.....	2,758.78
Washington Navy Yard.....	3,121.51
United States Naval Academy.....	3,243.07

*Breakage of material.*—The materials used by this company are fragile and especially subject to injury through rehandling or exposure to the weather. Because of the failure of the United States steel supply and consequent delay of steel construction work, materials for our contracts after reaching destination by instructions of the general contractors under orders of the public works offices, were injured through rehandling in moving from place to place instead of using them promptly as would have been possible if the steelwork had been installed; moreover, the exposure of this material to the weather and its accidental breakage while repeatedly stored enhanced the losses due directly to the war conditions. These losses were allocated as follows:

League Island Navy Yard.....	\$1,600.63
Washington Navy Yard.....	427.80

*Extra railroad fares.*—Owing to breakdown of the labor supply at Annapolis, Md., as previously pointed out, the company was obliged to incur an expense of \$715.56 for railroad fares of men sent from Chicago and elsewhere to do work that, under other than war conditions, could have been done by local labor at no expense for transportation.

*Overtime on labor.*—At Annapolis, Md., the amount of overtime work at extra condition which necessitated this pay on other contracts created a competitive company meeting the competition by allowing the men overtime pay with practically no return. The Government overtime was due to war conditions incident to rushing work to completion for various purposes. Losses, \$1,878.33.

*Regrouting roof deck.*—Plaster roof must be covered with roofing within 30 days, but after this company placed roof decking in place, the Government did not apply the roofing because of war delays, thus making it necessary that the crevices between the sections of tile should be entirely regROUTED before the roofing was applied. This duplication of work was entirely due to the pressure of war conditions and entailed losses as follows:

League Island Navy Yard.....	\$1,104.13
Washington Navy Yard.....	1,324.96

In general: The figures given in this statement are approximately correct and were prepared from detailed records; but they are of course subject to slight revisions as may be found necessary on rechecking when the time comes to prepare the detailed claim contemplated under the pending bill.

Mr. KETTNER. What is the total amount of your claim?

Mr. KELLER. Approximately \$27,000.

Mr. KETTNER. Have you submitted it to the Bureau of Yards and Docks?

Mr. KELLER. We have not, except in this way: On our final application for payment on the contracts we included approximately the figures I have mentioned here and requested the general contractor to present our claim along with his final application for payment to the Government.

Mr. KETTNER. You are a subcontractor?

Mr. KELLER. Yes; in five of these contracts. In one of them we were the principal contractor with the Navy Department.

Mr. KRAUS. What was the gross amount of your contract?

Mr. KELLER. Approximately \$130,000.

Mr. O'DONNELL. Mr. Chairman, I would like the committee to hear work done at Winterbottom, secretary of the Robbins-Ripley Co. Department. and on one we we.

**STATEMENT OF MR. A. J. WINTERBOTTOM, SECRETARY OF THE  
ROBBINS-RIPLEY CO., NEW YORK, N. Y.**

**Mr. WINTERBOTTOM.** Our conditions are similar to the rest so that there is not any sense in restating them. I would simply state that the conditions as to labor and material we paid and met in each instance, and, due to that, we have sustained a loss of \$65,000 on our contract.

**Mr. BRITTEN.** \$65,000?

**Mr. WINTERBOTTOM.** Yes, sir.

**Mr. KRAUS.** What was the gross amount of the contract?

**Mr. WINTERBOTTOM.** It was awarded originally to have been \$9,000, and it was changed by additions to \$297,000.

**Mr. BRITTEN.** To what do you attribute your principal loss?

**Mr. WINTERBOTTOM.** To the activities of the Government, as we were compelled to bring at least 75 per cent of the men from New York to New London, to the submarine base.

**Mr. KETTNER.** You were a subcontractor?

**Mr. WINTERBOTTOM.** No, sir; general.

**Mr. BRITTEN.** Are you in favor of this bill, H. R. 13390, just as it is?

**Mr. WINTERBOTTOM.** I am; yes, sir.

**Mr. BRITTEN.** You have heard the suggestions offered by Admiral Parks, which do not materially change the substance of the bill?

**Mr. WINTERBOTTOM.** No. I feel absolutely that we can present a claim to justify the amount of the loss, which is in the nature of statements and affidavits.

We had a contract (No. 2544) with the Navy Department Bureau of Yards and Docks for building nine timber piers and quay wall at the submarine base, navy yard, New London, Conn. Our estimate was made up in October, 1917, based on prevailing conditions and the contract was signed in November, 1917.

The conditions we had to meet in the performance of this contract were set forth in a letter to the public works officer dated November 1, 1918, with a request to forward it to the Bureau of Yards and Docks and we wish to submit this letter for consideration as we then

The entry of the United States into the war occurred some months before the contract was signed, but as the war program has been a constantly expanding one so has the increase in cost of construction. Some increase had occurred by November, 1917, when our contract was signed but the full effect of the absorption by the United States of men, materials, and transportation facilities has not been reached even up to the date of this writing. In fact, that effect is still being increasingly felt. It costs much more to do work to-day than it did last spring and summer, and it cost much more last spring and summer than it did the previous fall. Official recognition is given to this condition by the United States when it orders all construction work stopped excepting such war work as it may allow to proceed through its system of graded priorities.

In very fact the United States, party of the second part to our contract, by its own acts in assuming control of many of the industries of the country and diverting them to war channels has created such an altered condition in the labor and material market that when at the end of the period of unavoidable delay in construction we found ourselves confronted with construction of a new precedent. We have pushed the work through to a near completion and have met and overcome the serious effects of criticism of the war program, as that program has our most hearty approval and support).

The abnormal conditions, due to governmental activities which have resulted in lack of mutuality in the contract, may be briefly summarized as follows:

A-1. The taking over by the United States of the railroads of the country and the diverting of a large percentage of the transportation facilities to war channels, resulting in delays in the delivery of materials, supplies, equipment, plant, and tools, etc., resulting in abnormal prices of materials and supplies necessary for the conduct of labor and the requirements of the selective draft law, resulting in abnormal advances in the rates of labor and subnormal efficiency of the labor available.

A-2. Governmental increase in freight rates amounting to 25% and war tax on freights resulting in abnormal cost in delivery of materials at the work.

A-3. Governmental improvements and activities at the submarine base necessitating moving our supplies and material to different points, some remote from the work, resulting in abnormal increases in our handling costs. (This condition was impossible to foresee when we visited the site of the work—October 1917.)

A-4. Governmental commandeering of the available lumber in the South by the United States Shipping Board, and the consequent inability of our subcontractor on lumber (The Robinson Lumber Co., New Orleans, La.) to supply our requirements, resulting in irreparable delays in delivery of lumber; finally necessitating the cancellation of the lumber subcontract and replacing the remainder of the order with the "Southern Pine Emergency Bureau" at the suggestion of Mr. W. T. Anderson, Bureau of Yards and Docks.

Our endeavors to expedite the work have also increased the cost, and may be briefly stated as follows:

B-1. Working overtime, paying double time on Saturday afternoons, holidays and Sundays in order to hold the men on the job and rush the work along, (i.e. wages of a dockbuilder working 10 hours on Sunday, \$12.50).

B-2. Buying lumber out of stock locally when our lumber did not arrive from the South, paying a higher price for the local material than we are paid for the net measurement of the lumber in place on the work, thereby incurring a total loss on the labor required to place the lumber in the work.

We have expended on the contract and extra work to date October 30, 1918, the approximate sum of \$275,000, and the United States have rendered estimates to October 31, 1918 for the sum of \$204,807.03 (from which 10 per cent is retained) leaving an approximate deficit of \$70,000 which numerically reflects the abnormal conditions under which we have been laboring and which have resulted in the lack of mutuality in executing this contract.

Paragraph 6 of our contract contains the following clause:

6. "It is also agreed and understood that the party of the second part (United States) reserves the right to modify the compensation to be paid under this

contract, in such a manner as to obtain a credit, based on the difference between the quotations on construction materials obtained by the party of the first part (Robbins-Ripley Co.) at the time of preparation of the proposal for the work covered by this contract, and the quotations that may be obtained on such materials by the party of the second part (United States)."

In the light of this paragraph of the contract it was the intent of the United States to take unto itself any benefit that might occur due to a decrease in market conditions on construction materials; therefore, to have an equitable agreement it should take unto itself the responsibility of making good any deficit due to the increase in the price of construction materials, especially when such increase is due to the activities of the United States.

In conclusion our contention is that the United States, the party of the second part to this contract, has through legislation and other means brought about these abnormal conditions in transportation, labor, and materials, which have resulted in lack of mutuality in executing this contract and that such being the case we should in all justice be granted relief from this lack of mutuality with its constantly increasing losses, and that such relief can be extended us under the intent of this contract as implied in paragraph 6.

A precedent for affording the relief we ask is found in the reported decision of the city of New York to assume all of the loss that the subway contractors have sustained due to the increase in cost of building construction. In the case of the city, it affords the relief even though it was not responsible for the changed conditions, whereas in our case the changed conditions were brought about by the acts of the United States, the party of the second part to our contract.

We ask no profit on the original contract nor extra work, but simply that we be reimbursed to the extent of the cost of this work to us, and we invite an investigation of all data, accounts, etc., bearing on this contract.

Very truly, yours,

THE ROBBINS-RIPLEY CO.,  
ALLAN APPLETON ROBBINS, *President*.

Our request at that time—November 9, 1918—is in full agreement with the relief the passage of bill H. R. 13390 would grant us.

As the old piers were demolished we built the new ones, and it is a matter of record in the office of the public-works officer at the submarine base and in the Bureau of Yards and Docks that we worked in full accord with the Government, the contractor demolishing the old piers and the dredging contractor to meet the needs of the Government, as new submarines were constantly arriving and moving berths had to be provided.

We were surrounded by contractors having cost-plus contracts with the United States at the submarine base and at New London, in the shipyards and other Government activities where the need for labor was so great we were compelled to pay our men increase after increase to hold them on the work.

The increases of labor and materials and the great difficulty in getting material is a matter of general knowledge. Then, suffice it to say that we met every demand of labor and increased cost of materials and completed our contract. The public-works officer said, and it is a matter of record, that we at all times had all the men and plant on the work that could be used with economy under the conditions, and we would quote from a letter dated July 31, 1919, by the public-works officer to the Bureau of Yards and Docks relative to our contract:

This contractor has worked with commendable energy in the face of increasing losses, and has in general been very satisfactory to deal with. The materials furnished have been first class and the workmanship excellent, particularly in view of war-time conditions.

On another occasion he stated "it is a very meritorious case."

We feel, gentlemen, we played our part by overcoming the many obstacles placed in our path and which were no fault of our own, and in doing so we lost approximately \$65,000.

We figured our work at unit prices originally, amounting to about \$159,644, but through the terms of our contract performed work which the Bureau of Yards and Docks have allowed in the amount of \$297,273.25, costing us \$65,000 in excess of this amount.

The terms of our contract would not permit the Bureau of Yards and Docks to reimburse us in this amount although, we believe, knowing their justice and equity and the records in the files of the public works officer at the submarine base and in the Bureau of Yards and Docks would enable them to check up without delay our claims should this bill H. R. 13390 be passed and grant us the relief in the amount of \$65,000.

In May, 1918, proposals were requested for one additional pier, which was awarded to the Barney Ahlers Co., of New York, and construction started in June 1918. This was also a unit-price contract, and if the unit prices paid to this contractor were paid to us on our contract we would not sustain a loss. We deem this directly relative, as the type of construction and conditions were identical, and as we were informed the Barney Ahlers Co. lost money, we feel the justice of our claim for relief is self-evident.

Mr. O'DONNELL. Mr. R. H. Arnold, of the R. H. Arnold Co., is here, if you would like to hear him.

#### **STATEMENT OF MR. R. H. ARNOLD, REPRESENTING THE R. H. ARNOLD CO.**

Mr. ARNOLD. I had four contracts at New London Navy Yard and submarine base, New London.

Mr. BRITTEN. What kind of contracts?

Mr. ARNOLD. Building contracts. I had one for barracks and officers' quarters and store house and ordnance storage building. Due to the scarcity of labor and transportation, the contracts were made. They were let to me along in the fall of 1917 and, due to the lack of securing material and transportation, they were run over into the winter months, and it is a well-known fact the winter of 1917-18 was a very severe winter. And we transported men from New York to Boston and even from as far south as Washington here, to which expense we were put. There was nothing in these contracts or Addendum No. 1, except one contract which was a small contract. Two of those contracts were increased by almost 100 per cent in construction and they were taken care of in the same manner and went into the winter months, which greatly increased our cost on the proposition.

Mr. BRITTEN. You are complaining about the weather as well as of the conditions that were promoted by the Government's action?

Mr. ARNOLD. Yes, sir.

Mr. BRITTEN. What is the amount of your claim?

Mr. ARNOLD. In round figures, \$225,000.

Mr. BRITTEN. How much of that is due to the weather—the severe winter?

Mr. ARNOLD. The only matter of weather conditions here is on the liquidated damages. The Government is assessing us liquidated damages on that.

Mr. BRITTEN. How much, approximately?

Mr. ARNOLD. They have not assessed all of it. I do not imagine, but I think it is something like \$50,000.

Mr. BRITTEN. Is your contract one of those which the department can not settle until an act of this kind is passed, or do you think the department has authority now to settle?

Mr. ARNOLD. They have authority, I think, to settle a part of it.

Mr. BRITTEN. It was a fixed-price contract?

Mr. ARNOLD. Fixed price—all of them.

Mr. KETTNER. How long have you been in the contracting business, Mr. Arnold?

Mr. ARNOLD. Over 20 years.

Mr. KETTNER. Where is your headquarters?

Mr. ARNOLD. In Los Angeles, Calif.; Southern California particularly.

Mr. KETTNER. Have you had many contracts in southern California?

Mr. ARNOLD. About \$30,000,000 worth of work that I did in southern California.

Mr. BRITTEN. For the Government?

Mr. ARNOLD. No; State, county, and private individuals. These were my first Government contracts.

Mr. BRITTEN. Then, as I understand, Mr. Arnold, you have two causes for complaint: Because of the Government's activity and the scarcity of labor, and the necessity of transporting all your labor to New London and continually trying to hold them?

Mr. ARNOLD. In the navy yard at New London, right across the street from us, the Government built over a million dollars' worth of buildings there on the cost-plus basis, which not only increased our cost of labor but also took our labor from us.

Mr. BRITTEN. Did you not have to meet a rising cost also?

Mr. ARNOLD. We had to meet a rising cost, and then, not only that, but we started in there to pay the ordinary union rates of wages,

Mr. ARNOLD. Concrete ships.

Mr. BRITTEN. What kind of concrete ships?

Mr. ARNOLD. River vessels—river steamers.

Mr. BRITTEN. Is it possible the Government is still building concrete ships?

Mr. ARNOLD. Yes, sir.

Mr. KETTNER. How many of those ships have you completed, Mr. Arnold?

Mr. ARNOLD. We have completed four of them. Four of them have been accepted by the Government and we are now completing five more.

Mr. KETTNER. Four have already been accepted by the Government?

Mr. ARNOLD. Yes, sir.

Mr. KETTNER. Have they had their test trials?

Mr. ARNOLD. They are on their test trials now. They are on the road here to Washington, as a matter of fact.

Mr. KETTNER. After their test trials, have they been accepted by the Government?

Mr. ARNOLD. They are accepted. In the specifications it calls for them to have a 30 days' test. The Government assumes control of them.

Mr. KETTNER. Have you received the money for the ships?

Mr. ARNOLD. Yes, sir; this work is being done under the transportation department of the Army Quartermaster's Department.

Mr. KETTNER. For what are these ships to be used?

Mr. ARNOLD. For transportation of troops to the different stations on the inland waterways.

Mr. BRITTEN. For transportation of troops?

Mr. ARNOLD. They are passenger boats.

Mr. BRITTEN. Concrete passenger boats?

Mr. ARNOLD. Yes, sir; the first in the world.

Mr. KRAUS. What was the gross amount of your contracts?

Mr. ARNOLD. The gross amount was around \$700,000 for the work for the Navy Department.

Mr. KETTNER. Was that the original amount or with the increases?

Mr. ARNOLD. I believe that was with the increases.

Mr. KETTNER. You say you had increases on two contracts. What were the dates of those two contracts and what were the dates of the increases that were added?

Mr. ARNOLD. The date of the first contract was in September, 1917. One was for the marine barracks. That was doubled in size.

Mr. KETTNER. About what time was it doubled?

Mr. ARNOLD. About 60 days after the award of the main contract. The second contract was for five ordnance buildings and a machine shop, which was awarded, I think, in October, 1917, and was increased along in November.

Mr. KRAUS. Have not these difficulties in the way of re-forming these contracts come to your attention in the meantime, and was not the increased work covered by an additional allowance amply taking care of it?

Mr. ARNOLD. No, sir. The additional allowance passed on by the board did not take care of the actual expenditures.

Mr. KETTNER. What is the present status of your claim, Mr. Arnold?

Mr. ARNOLD. I have my claims before the department, but I have not had any settlement.

Mr. KETTNER. What reason has been given to you?

Mr. ARNOLD. I have no official reason that I know of.

Mr. BRITTEN. Have you an unofficial one?

Mr. ARNOLD. No.

Mr. BRITTEN. You think this bill (H. R. 13390) will grant relief in cases like this?

Mr. ARNOLD. I think it will; yes, sir.

Mr. BRITTEN. We are very glad to have heard from you.

Mr. ARNOLD. Thank you very much.

Mr. WALKER. The first shipyard increase of wages in that district was in March, 1918; and for navy yards, May, 1918. There never was any authority for the Navy Department to pay time and half-time for Saturday afternoon in that neighborhood, except in June, July, and August.

**STATEMENT OF MR. WILLIAM H. STRAUSS, REPRESENTING THE  
SHEARER MACHINE CO., WAYNESBORO, PA.**

Mr. STRAUSS. Our business has to do with the Ordnance Department, Mr. Chairman. We had two contracts for rifle subcaliber attachments, on both of which we lost money. And I would like, with your permission, to submit a history of the record of our case. I can do it and save time for the committee.

Mr. BRITTEN. We will be very glad to have it now, briefly. How did you lose money on the contracts; what brought about the losses?

Mr. STRAUSS. Through labor conditions. The National War Labor Board took up our case and made a retroactive award of 77 per cent above our labor cost on which we based our contracts—made it retroactive about three months. We were forced to borrow the money to pay it.

Mr. BRITTEN. And you have a claim before the Ordnance Bureau now?



Mr. BRITTEN. And the making of that increase retroactive must have caused a lot of confusion?

Mr. STRAUSS. It certainly did. It caused an awful lot of hardship on us as a small corporation.

Mr. BRITTEN. It would on any corporation.

Mr. STRAUSS. Some corporations could finance better than we did.

Mr. BRITTEN. I mean the idea of making it retroactive was confusing.

Mr. STRAUSS. Yes, sir. We had to borrow the money. And the War Labor Board sent a representative up to us and told us if we did not put it into effect our supplies would be cut off and our bondsmen called on to complete the contract. We were summoned to Washington by wire when they made this award. They rather made Waynesboro the "goat," starting the 40 per cent minimum wage increase in Waynesboro. Of course, we got a lot of publicity by it, but it did not do us any good.

Mr. BRITTEN. That of course, was a good thing for the cost-plus contractors, but I can see where it affected the fixed-price contractors very severely.

Mr. STRAUSS. There were only two fixed-price contracts in our town. One was with the Frick Co., who had a contract with the Emergency Fleet, and their accounts have been audited and they have been paid long ago. If it had not been for the fact we were not working exclusively on Navy work, we would have gone into bankruptcy right away; we could not have stood it. But on our other contracts that we had, as soon as this award was put into effect the other parties graciously came across with an increase in price, which allowed us to continue in business.

Mr. BRITTEN. The committee will be very glad to read and to have your extended remarks in the hearings.

Mr. STRAUSS. All right, sir.

Mr. BRITTEN. I think you have a very just claim, myself.

Mr. STRAUSS. We have always felt that way, and all the officials we have come in contact with in the Navy Department, you might say, except the Paymaster's Department, have accepted the fact we had a just and equitable claim, but they never signed the check.

Mr. BRITTEN. They did not have the authority to settle with you, probably. This bill will give the authority.

Mr. STRAUSS. I certainly hope it will.

To summarize our case, the facts are these:

In October, 1917, our company was awarded two contracts, No. 32474 and No. 32688, by the Ordnance Department of the United States Navy, covering the delivery of 2,260 rifle subcaliber attachments, to the Washington Navy Yard, complete delivery of both contracts being promised in September, 1918. Our initial delivery was made by automobile to Washington Navy Yard March 28, 1918.

Cost-plus contracts were awarded by different governmental departments to a number of manufacturing plants in our vicinity, and through the activities of a labor organizer by the name of Hayes, who seemed to convince our workmen that the Government was back of his activities, general discontent prevailed which seriously curtailed production and finally culminated in a strike on May 20, 1918.

The labor leaders put the matter in the hands of the national War Labor Board and the workmen resumed work on May 28.

The War Labor Board summoned us to Washington by telegram on June 5, where hearings were conducted. In July an award was made by the board establishing 40 cents as a minimum wage, and we were instructed to put this new wage into effect immediately and make same retroactive to May 28.

The award was made establishing a 40-cent minimum in our case, notwithstanding the fact that our workmen had requested a 30-cent minimum, the board giving them 33½ per cent more than asked for and at the same time increasing our wage rate 77 per cent above our rate at time contracts were awarded.

These contracts were taken by us under keen competitive bidding and were originally based on a profit of 10 per cent.

**Mr. WALKER.** Before you close—I got a telephone message an hour or two ago from a gentleman in the Bureau of Ordnance, who asked me to call this situation to your attention. They have a feeling down there that some of their contractors have made a great deal of money—from 100 to 200 per cent. They want to know if the subcontractor that has not made money but has made a loss under such a contract ought to be taken care of under this bill. In other words, the contractor has made subcontracts of an early date very advantageous to the contractor, but which turned out ultimately to be very disadvantageous to a subcontractor. The result is, although we may have to meet a high price for ordnance supplies, this subcontractor might possibly come in under this bill and increase that price.

**Mr. BRITEN.** According to the interpretation of Admiral Parks, if the subcontractor had a fixed-price contract——

**Mr. WALKER.** These are fixed-price main contracts.

**Mr. BRITEN.** I understand that. If there were a fixed-price subcontract and then, because of some subsequent Government action, a subcontractor lost money on his contract he would come in under this bill.

**Mr. WALKER.** I was asked to call it to your attention for your consideration when you take up the bill.

**Mr. BRITEN.** Yes; thank you very much. Admiral, the committee has your various amendments before it and we will give due consideration to them. Do you want to cover any specific case or any general line of cases before the committee adjourns for the day? You, of course, know as well as we do it is not our intention or expectation to hear a lot of detailed statements concerning claims. That is a matter that will be taken up by the department later on and will then probably come before the committee once more. The principal question is the advisability of recommending for passage this H. R. 13390, which is before the committee.

**Admiral PARKS.** I have had certain matters in mind that I thought a bill should be provided to cover, and perhaps most of those things have been brought out. The Government took charge of the railroads, found it necessary to increase the freight rates, and so increased the cost to the contractor who was doing work for the Government. I feel that something should be done to relieve the contractor from that added cost, especially in the case of the steamships between San Francisco and Honolulu, where, I think, the general freight rate was something like \$3.50 a ton, and it was raised to \$8 as soon as the Government took charge, and it abrogated any contract that a private contractor had with the steamship company and required that contractor to pay the new rate.

the original schedule of rates, while the general rate there might have been a special rate of \$2 a ton for sugar, or \$1 a ton for sugar, or \$2.25 for cement; there may have been special rates of that kind that prevailed according to the quantities shipped. Then when a contractor came in with a very large shipment, to extend over two or three years, he may have been able to make a contract for transportation at a rate below the prevailing one for the commodity that he handled. I think that was the case in the dry dock—the cement. I think the cost of freight was something like \$37,000 more during the time the Government operated the ships.

But another contractor does not require a large amount of cement. He pays the prevailing cement rate. That may have been a few cents higher per ton. But he did not have his cement shipped to the place in time to get it there at the rate prevailing at the time he made his contract with the Government. That climate is not good for the storage of cement. He was advised in the yard that he had better get his cement down there about the time he wanted it, rather than to have it in storage for some months. This change of freight rate occurred in the meantime. He paid the higher rate of freight. I think he should be relieved; this general rate proposition of the railroads and the steamship companies, I think, should be covered.

Then we have the labor proposition where rates are established at navy yards by local boards. The contractor goes into that with them and has an addendum in his contract that states that whenever the rates of pay in that yard are changed, he can change his rate of pay accordingly and half of the increase will be added to his contract and he will stand for the other half.

Mr. BRITTON. Is that quite a fair proposition?

Admiral PARKS. I have not expressed the fairness of it, but that was the condition prevailing for a period. Then a board of more general scope decides that a mechanic anywhere on the Atlantic coast should get the same rate of pay; irrespective of his condition, his living conditions, his costs, he must get the same rate of pay. Now, we increased the rate of pay accordingly, tremendously in some places, and the contractor is getting only half of it back. Then we decided that we should give a preference to the man working on a ship over the one who is working on the ground alongside of the ship, and we say a carpenter working on the ship should get 80 cents an hour while the man working on the ground alongside should get 70, which causes tremendous confusion. It is a thing the carpenters themselves could not understand and I have never been able to understand it. I believe that kind of thing ought to be fully covered, that is, those things we have done by the governmental agencies.

I have heard some things here to-day that have not occurred to me as reasons for such a bill, like the starting of cost-plus contracts, and so forth, in the neighborhood. Of course, those things have had a tremendous effect, but those things were being started pretty frequently after the middle of 1917. They might have been expected almost anywhere and in pretty good quantity. So I would not have considered that one of the things to be covered by a bill of this kind.

Mr. BRITTON. I would say it is a very vital one, however.

Admiral PARKS. It affected the supply.

Mr. BRITTEN. There is no question about that. And it not only affected the supply, but immediately raised prices.

Admiral PARKS. Yes. One of the big things was the Department of Labor undertaking to furnish labor on all these contracts and then, perhaps, having a local board that gave priorities to the several contractors. At Norfolk, one man came to me and said, "I am No. 5; I can not expect to get any labor. Here are 1, 2, 3, and 4; they will take all the labor that gets into this district."

Then we told the contractor he must not recruit labor; he must get it from the Labor Board; "but we will permit you to recruit in district No. 13, in New York City," or some other special place that is not particularly good. Now, we had one case at Indian Head. A man was having all kinds of trouble. He had had a similar contract at Lake Denmark, in New Jersey. He was a New Jersey contractor. And he was told he must not take any people from New Jersey to Indian Head. When he was nearly through his contract he was told, "Oh, if we had known you had those men employed by yourself on contract work in New Jersey you could have taken them to Indian Head." But that was after he had spent thousands of dollars and months of time recruiting men in certain special districts in which he was permitted to go for that purpose, and had been getting an occasional man from the Department of Labor. Now, that kind of expense is pretty severe, and I think is due directly to the governmental agencies; and I think a contractor's claim on that account should receive careful and favorable consideration.

Mr. WALKER. And the comptroller says it was anticipated in the contract and was a part of the general expense of performance.

Admiral PARKS. Exactly; that is, we are bound on these financial matters by the comptroller's decisions. In our contracts we have a provision for delay in delivery—that delay in delivery shall not be considered unavoidable. The next sentence is that an act of the Government shall be considered to cause an unavoidable delay. The comptroller, when I take that up to him, quotes me *Jones v. United States*. (1st Comp. Dec.) Now, most of my troubles are with

H. R. 16727, A BILL FOR THE RELIEF OF J. HENRY MILLER (INC.).

**STATEMENT OF MR. ROGER O'DONNELL, ATTORNEY FOR  
J. HENRY MILLER (INC.).**

Mr. O'DONNELL. Mr. Chairman, I think I can state the facts in this case in a very few minutes. J. Henry Miller (Inc.), of Baltimore, in July and August, 1917, was awarded two contracts for construction work at the Naval Academy, Annapolis. One of the provisions in the contract was that while he was permitted to pay the transportation of the men coming originally to engage in the work, he was not authorized to charge the Government for repeated travel of those men.

The work commenced and proceeded for several months. In the spring of 1918 a committee from the men waited on the contractor and advised him that they would discontinue working on that job and accept employment in places where they could get free transportation unless the contractor would bear the cost of their transportation.

In the meantime, the labor supply in Annapolis and vicinity had been exhausted by the additional work that was being undertaken at the Naval Academy and by the fact that cost-plus contracts were in progress at Camp Meade, close by, and also at the Aberdeen Proving Grounds, and that fabulous wages and transportation were being paid at the Bethlehem shipbuilding plant at Sparrows Point. The result was that, in order to meet this competition and to avoid losing the men, it was necessary to do something in the way of providing equal facilities for travel, without expense to the men who had to go back and forth each day to and from their work.

The subject was put up to the Navy Department in April, 1918, and, considering the circumstances, they authorized an amendment to the contract providing that, in the discretion of the officer in charge of the work, the cost of repeated travel should be allowed. On the strength of the amended contract, the contractor went ahead and expended \$31,870.32 for transportation of his men. This amount, by the way, includes no commission; it is merely the amount he actually expended for transportation. He was paid by the accounting officers to the extent of some \$27,000, when the Comptroller, in January, 1919, rendered a decision to the effect that the change in the contract by the Bureau of Yards and Docks was unauthorized; that it was without consideration moving to the Government and, therefore, that payments must cease and all amounts previously paid must be refunded. The \$27,000 already repaid was thereafter recovered out of subsequent payments due to the contractor and he had still a claim to the extent of about \$4,750.98 which had never been paid to him at all, yet which was due under the terms of this amended contract.

I have in my hand a copy of the letter signed by the acting chief of the Bureau of Yards and Docks providing for the amendment in the contract as I have indicated it to be.

Mr. BRITTEN. Just insert that letter in the hearing.

Mr. O'DONNELL. I will.

(The letter is as follows:)

NAVY DEPARTMENT,  
BUREAU OF YARDS AND DOCKS,  
Washington, D. C.

Subject: Contract No. 2416 for extension to Bancroft Hall, Naval Academy, Annapolis, Md.

HENRY MILLER (INC.),  
Eutaw and Franklin Streets,  
Baltimore, Md.

GENTLEMEN: With reference to your contract No. 2416, of July 23, 1917, for the construction of an extension to Bancroft Hall, Annapolis, Md., you are informed that, pursuant to paragraph 17 of the general provisions of the contract, clause (c) paragraph 3, of Addendum No. 1 to said general provisions, dated July 10, 1917, is hereby modified as to read as follows:

"(c) Transportation to and from the site of the necessary skilled men for the economical and efficient prosecution of the work. The necessity for such transportation shall be determined by the officer in charge. Such transportation shall not involve repeated travel, except where, in the opinion of the officer in charge, it is absolutely necessary."

Respectfully,

A. L. PARSONS,  
Acting Chief of Bureau.

Mr. O'DONNELL. The proposition is simply that of reimbursing the contractor for the money actually laid out by him pursuant to an express Government contract which the accounting officers have declared was improper.

Mr. KRAUS. What was the gross amount of those contracts?

Mr. O'DONNELL. About \$5,000,000.

Mr. MUDD. Was this for the construction of the two additional wings to Bancroft Hall?

Mr. O'DONNELL. Yes, sir; and the officers' quarters.

Mr. MUDD. And you say \$27,000 of this amount Mr. Miller had already advanced for the transportation of those men was refunded by him to the department?

Mr. O'DONNELL. It was taken from him in subsequent payments.

Mr. BRITTEN. In other words, the department recognized the justice of his position up to \$27,000 and afterwards took it back again?

Mr. O'DONNELL. Yes, sir. When the comptroller's decision was rendered, it thereafter became impossible for Mr. Miller to collect any more money on his contract until that amount had been made up.

Mr. BRITTEN. This private bill has in it the necessary language that will obviate or get around the decision of the comptroller?

Mr. O'DONNELL. It is, in effect, legislation against the comptroller's decision.

Mr. MUDD. Mr. Miller paid out this money in good faith upon the strength of the authority given to him by the Bureau of Yards and Docks?

Mr. O'DONNELL. Yes, sir; on the faith of the amended contract which I have put in the record.

Mr. MUDD. Of the contract as amended?

Mr. O'DONNELL. Yes, sir.

Mr. KRAUS. Mr. O'Donnell, when was this contract executed?

Mr. O'DONNELL. There were two; one in July and the other in August, 1917.

Mr. KRAUS. July and August, 1917?

Mr. O'DONNELL. Yes, sir.

Mr. KRAUS. Have they been completed?

Mr. O'DONNELL. Oh, yes, sir; the work has been completed.

Mr. KRAUS. At the time the contract was entered into, did the men travel back and forth from day to day?

Mr. O'DONNELL. Some of them did and they continued to do that at their own expense until the War Department, at Camp Meade and Aberdeen, established free work trains and then they could get their transportation for nothing and in addition to that were paid over-time rates, etc., that were very attractive to them.

Mr. KRAUS. Does Mr. Miller claim to have lost money on this contract?

Mr. O'DONNELL. Not on this particular contract; no, sir. He lost this amount, certainly, because he was entitled to it and paid it out.

Mr. KRAUS. Now suppose the department officials had not authorized the payment of this daily travel, Mr. Miller would have paid it just the same in order to get the men?

Mr. O'DONNELL. He would have been obliged to increase the wages of the men and in increasing the wages of the men on this job the wages of the men on other jobs at Annapolis would have had to have been increased and would have cost the Government a great deal of money. This proposition was in the interest of money saving for the Government.

Mr. KRAUS. Would he not have pursued the course, if he were paying it out of his own pocket, of paying this transportation instead of increasing the wages of the men? If the Government had not agreed to do it, he would have done it in order to keep any men?

Mr. O'DONNELL. He would have met it with an increase of the wages of the men.

Mr. KRAUS. He would have taken the most expensive way?

Mr. O'DONNELL. This contract was on a unit-price basis and he could have gotten at least half of it back if it had increased the price. It was not a lump-sum contract.

Admiral PARKS. I think it was all cost-plus.

Mr. O'DONNELL. I think it had an addendum No. 1 on it.

Mr. KRAUS. What kind of a contract is it—cost-plus?

Mr. MILLER. Bancroft Hall and the radio station was cost-plus.

Mr. O'DONNELL. It had this addendum 1, which fixed unit prices for a great many things.

Mr. KRAUS. That puts a different face on the matter. I had an impression it was a fixed-price contract.

Mr. O'DONNELL. Oh, no. Obviously, if it was, we would not be here seeking this remedy.

Mr. MILLER. To all the contractors with camps generally on the ground, the contractors were allowed transportation in their price. If they furnished a man for \$5 a day, they added transportation. That amounted to \$1.25, and they got \$6.25. But our contract, having been made and arranged for, we could not, under the terms of the contract, pay the repeated transportation, and consequently we had to do either one of two things. Camp Meade and Aberdeen and Bethlehem Steel Co., and all Government agencies that were doing work were allowing their men enough wages to cover the transportation.

Mr. MUDD. They were all near-by, too?

Mr. MILLER. They were all near-by; yes, sir.

Mr. MUDD. And if you had not made arrangements for this transportation you would have lost your labor?

Mr. MILLER. We could not have helped it. As it was, we were very fortunate, because our men had to travel two hours a day, as against travel, say, of less than an hour on other jobs. It was very fortunate we held them at that.

Mr. MUDD. It was more inconvenient than for the other fellow?

Mr. MILLER. Yes.

Mr. BRITTEN. Under what authority can the comptroller refuse to make the payment on the specific contract? This contract as amended was not have been a specific contract.

Admiral PARKS. It was a specific contract, but we made an amendment without consideration. If we had gotten one cent from the Miller Co. when we made that arrangement, it would have had consideration, and would have gone through.

Mr. BRITTEN. I see; if the consideration had been \$1, for instance?

Admiral PARKS. Anything.

Mr. O'DONNELL. It was simply an amendment without consideration.

Admiral PARKS. At the time the matter came up it appeared to be an economic thing to do. We could have provided quarters at Naples and paid for them out of this contract, but the work was such condition that it appeared advisable to pay repeated transportation rather than to start a camp for that class of men. That would have cost much more than the amount that has been paid for transportation.

Mr. BRITTEN. There is no question about that.

Admiral PARKS. That is the reason for adopting this method, and the failure was in not getting consideration.

Mr. WALKER. There were no fixed quarters for them; you would have had to build?

Admiral PARKS. We would have had to build entirely, and for this class of men it would have required a larger expenditure than repeated travel.

advised of the exact amount in dollars and cents; but the exact amount is stated in the report to the Navy Department of January 14, 1920, as \$31,870.32.

Mr. BRITTEN. So that the bill may be amended to that extent?

Mr. O'DONNELL. Yes, sir.

Mr. BRITTEN. Is there anything further on that bill?

Mr. O'DONNELL. That is all, sir.

(The subcommittee thereupon adjourned subject to the call of the chairman.)

[No. 83.]

**A Hearing on the Bill H. R. 9694,**

size the Bureau of Navigation, Navy Department, to furnish proper officers of the several States \* \* \* statements of names of all persons from those places who entered the naval service during the war with Germany, and for other purposes."

Before the—

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,**

Friday, April 23, 1920.

The committee met this day pursuant to call at 10.30 o'clock a. m. Thomas S. Butler, chairman, presiding.

of **LIEUT. COMMANDER CHARLES B. HATCH**, in charge enlisted personnel, Bureau of Navigation, Navy Department.

**AIRMAN.** Commander, please tell us what duties are assigned to you?

**Under HATCH.** I have been in charge of the enlisted personnel and statistics, since July, 1918.

**AIRMAN.** How many employees do you have in your office?

**Under HATCH.** The 1st of April we had 299.

**AIRMAN.** During the war period how many did you have?

**Under HATCH.** Five hundred and seven.

**AIRMAN.** And prior to the war how many?

**Under HATCH.** Prior to the war, I think, we probably carried

**AIRMAN.** Of course, everybody will understand the necessary increase. Two hundred and ninety clerks more will be required for ordinary purposes?

**Under HATCH.** I can reduce that number a little and carry on.

**AIRMAN.** Yes; but you wish to prepare records of the men and furnish those records to the different States. Please

The CHAIRMAN. On the military side?

Commander HATCH. No, sir; the naval record of every man or woman who was in the service.

The CHAIRMAN. They do not ask for the records of the clerks who were employed at the department, the records of those employed in a clerical capacity—they ask only for the records of those on the military side?

Commander HATCH. It did not come to me that way.

The CHAIRMAN. How did you get the request?

Commander HATCH. The records of the duties performed by every person during the war.

Mr. PADGETT. Civilians?

Commander HATCH. No, sir; not civilians.

The CHAIRMAN. That is just what I asked you.

Commander HATCH. I meant those loading the guns as against others on shore.

The CHAIRMAN. Those enlisted in the military service in some way or another?

Commander HATCH. In the Navy.

The CHAIRMAN. How many?

Commander HATCH. We had 551,736 enlisted persons.

The CHAIRMAN. And how many officers?

Commander HATCH. Thirty-three thousand.

The CHAIRMAN. Six hundred thousand records to be examined?

Commander HATCH. Five hundred and eighty-five thousand.

The CHAIRMAN. What character of report do you contemplate making?

Commander HATCH. There have been several requests which we can not possibly comply with under the law. The demeritorious record is confidential between the department and the man, and we can not furnish that, but we have proposed to furnish the name, the date and place of enlistment, his home address, the address of his next of kin and their names, all of the places he served during the war, the changes of rating which he had, the time served under the ratings, together with any commendatory letters he might have, meritorious service performed, battles engaged in, and the date of his discharge or when placed on inactive duty.

The CHAIRMAN. Of course, there are a good many commendatory letters which would lengthen the record considerably if you copied them. Do you intend to do that?

Commander HATCH. No, sir; simply make notations.

The CHAIRMAN. And give the substance of the letter?

Commander HATCH. That he had a letter commending him for action at such a place, at such a time; that would be the substance.

The CHAIRMAN. How long, in your judgment, will it require to complete the record of all of those people?

Commander HATCH. My estimate on the proposition was 11 months, but there are quite a number of governing details that go with that.

Mr. PADGETT. You made a statement a moment ago that I should like to ask you about. You said that you intended to do this task with the present force by overtime work?

Commander HATCH. Yes, sir.

Mr. PADGETT. Do you propose to pay them overtime, time and a half?

**Commander HATCH.** That is what this appropriation is for.

**Mr. PADGETT.** Had you not better do it with regular work and do it for two-thirds of the cost, rather than to pay overtime work at time and a half?

**Commander HATCH.** Mr. Padgett, the present force could not handle this job with their regular work.

**Mr. PADGETT.** Then, take the appropriation and let the man who who can handle it in the regular time get this money and get extra ones to do the work that the present clerks are now doing?

**Commander HATCH.** The trouble is that we want the experience of the people we have.

**Mr. PADGETT.** Those are the very ones you want to do this work?

**Commander HATCH.** Yes, sir.

**Mr. PADGETT.** Put them at this work in regular time and employ other people to do the other work.

**Commander HATCH.** What other people?

**Mr. PADGETT.** Hire some from the outside.

**Commander HATCH.** They can not attend to the work.

**Mr. PADGETT.** What work?

**Commander HATCH.** The work down there, the routine work. We figure that it takes six months to make a clerk sufficiently efficient to handle this work. They have to have the schooling; you can not take anybody.

**Mr. KETTNER.** You said to Mr. Butler that you would let some of the 299 clerks go?

**Commander HATCH.** One hundred and forty-three is my quota on the 1st of July.

**Mr. KETTNER.** The difference between 143 and 299 could be used on this work?

**Commander HATCH.** They will be busy until the 1st of July.

**Mr. PADGETT.** But after the 1st of July?

**Commander HATCH.** You will have to pay them.

**Mr. PADGETT.** Exactly.

**Commander HATCH.** It will be a question of what you can hire them for. They will not be connected with the Government.

**Mr. PETERS.** What? Would you have to pay them more than you are paying your regular force?

**Commander HATCH.** I think so.

**Mr. KETTNER.** They will want an increase of salary after the 1st of July?

Commander HATCH. That is a question. As far as the circumstances are now, they have to go on the 1st of July.

Mr. PADGETT. I know, but if we repeal that and give you authority to continue them after the 1st of July, can not you continue the 299 employees instead of the 143 employees?

Commander HATCH. You mean to take the difference between 143 and 299 and put them on this work after the 1st of July?

Mr. PADGETT. Yes, sir; and pay them; let their present employment continue after the 1st of July.

Mr. PETERS. We would have to change the law?

Mr. PADGETT. Yes; change the law so that you can continue the 299 employees until this work is completed and pay them for their regular work during their working hours instead of time and half for the work that they would be doing otherwise?

Commander HATCH. I do not know. I can not make any estimate on that, whether they would stay.

The CHAIRMAN. From my observation they will stay. I think that part of the equation might be eliminated.

Mr. KETTNER. We are receiving many letters every day from these people to help them retain their places.

Commander HATCH. Yes, sir.

Mr. KETTNER. And I am firmly convinced, as the chairman has said, that the difference between the 143 and 299 will be glad to continue this same kind of work, if they have a chance.

Commander HATCH. I know of some.

Mr. KETTNER. I think they will be glad to hold their positions.

Commander HATCH. Along with that, you understand, there will be a vast increase in material, the material to be used in this work, such as typewriters, which these people can not use to make up these other records.

Mr. PADGETT. You are getting up a scheme in which you are proposing to do this whole work paying time and half-time, and I want to know if you can not take your force and do it on regular time?

Commander HATCH. No, sir.

Mr. PADGETT. I do not see why.

The CHAIRMAN. You can, if you take long enough?

Commander HATCH. If you take long enough; yes, sir.

Mr. PADGETT. You said that you were going to reduce the force?

Commander HATCH. And we will reduce the work that we do at the same time. There is going to be a vast amount of matters that we answer now that we can not answer with 143 people.

The CHAIRMAN. We will have to find some way to do that. Some of them will work just a little bit more industriously and not watch for the hour of departure in the afternoon. Of course, we can not change the nature of the people. There will be 143 carried on the 1st of July?

Commander HATCH. One hundred and forty-three.

The CHAIRMAN. That will give you 156 less clerks?

Commander HATCH. Yes, sir.

The CHAIRMAN. Anticipating that we will give you the 156 clerks and that you start them to work on the 1st of July next, how long, in your judgment, will it require the 156 clerks to complete these records, by giving you the experienced clerks after the 1st of July, without the overtime proposition?

**Mr. PADGETT.** If we can make an arrangement to keep them on regular time—I am in sympathy with this suggestion and think that it should be done, and I think that it can be done in a regular way instead of paying time and half for overtime.

The **CHAIRMAN.** The hours would be too long.

**Mr. PADGETT.** If you are going to discharge 156 clerks on the 1st day of July, I am simply suggesting that we give you authority to keep those clerks and to put them on this work.

The **CHAIRMAN.** How long will it take the 156 clerks, who will leave the service on the 1st of July, if we make some provision to retain them, in your judgment, to make the 585,000 records?

**Commander HATCH.** About 14 months.

The **CHAIRMAN.** According to your estimate, 156 clerks will be able to do this work in 14 months?

**Commander HATCH.** About that.

The **CHAIRMAN.** On an average, what would they be paid?

**Mr. PETERS.** You mean at regular time?

The **CHAIRMAN.** Yes, sir.

**Commander HATCH.** I think the average is about \$1,200, making with the bonus \$1,440.

The **CHAIRMAN.** Let us know in dollars and cents.

**Commander HATCH.** The total would be \$262,080.

**Mr. PADGETT.** That is for the 14 months?

**Commander HATCH.** For 14 months, for 156 clerks, at the present salary.

The **CHAIRMAN.** In your judgment, if we give you the authority and an appropriation is made of \$262,080, you will finish that work in 14 months?

**Commander HATCH.** Yes, sir; that would be my estimate on it.

**Mr. DARROW.** You estimate that this work will take 14 months. How long did you estimate it would take the 143 clerks that you will retain doing the work overtime?

**Commander HATCH.** Eleven months.

**Mr. DARROW.** You mean with the 143 clerks?

**Commander HATCH.** No; not the 143, I am figuring on keeping the whole 299.

**Mr. DARROW.** Continuing them for another year?

**Commander HATCH.** Yes, sir; and paying them enough overtime to stay with the Government after their discharge on the 1st of July.

The **CHAIRMAN.** I understand, Commander, it is your judgment that with something like \$270,000 or \$275,000, if you are permitted to retain in your office the 299 clerks which you have now, within 14 months you can complete these records and furnish them to the States?

**Commander HATCH.** The terms are these, that if I keep 156 clerks at \$1,440 a year each, and work them seven hours a day, for 14 months, they will complete the job, yes, sir.

**Mr. MASON.** The records of the Navy as well as the Army?

The **CHAIRMAN.** These records will be as to those employed in the the naval service?

**Commander HATCH.** Yes, sir. There must be some arrangement made for this material in the line of typewriters, and all that sort of thing, which will be needed by the 143 during that time.

Mr. PADGETT. What are they doing now?

Commander HATCH. They are going ahead with the regular routine work.

Mr. PADGETT. Have you not enough typewriters now for the 299 clerks?

Commander HATCH. Yes, sir.

The CHAIRMAN. They have typewriters now for 299 people?

Commander HATCH. Yes, sir; but it is a question of getting the people. Most of these people will be taken from branches that do not use typewriters. The typewriter people will have to stay.

The CHAIRMAN. You will have to have additional typewriters?

Commander HATCH. Yes, sir. If what we are to furnish is a card proposition, we should have flat-writing typewriters, because if you make them in duplicate on the ordinary typewriter the curves will spoil the cards for filing. We employ Elliott-Fisher flat typewriters in writing cards, and have found them very satisfactory.

The CHAIRMAN. We have learned here that a great many clerks were necessarily employed in the Navy Department during the war, and we have learned that many clerks have been discharged from the Government service. Now, of course, they must have left their typewriters behind, and you can not make me believe that with this enormous amount of equipment provided during the war you have not on hand something for this purpose. I suggest that you take the matter up with the Bureau of Supplies and Accounts and ascertain how many typewriters they have on hand that are adapted to this kind of work. Find out what they have now in the service that can be supplied.

Commander HATCH. I will do so.

The CHAIRMAN. Now, if these typewriters and all the necessary equipment should be furnished, you could begin on the 1st day of July to get these records up?

Commander HATCH. Yes, sir.

The CHAIRMAN. If the equipment and cards are provided, and you are authorized to employ clerks, or to retain clerks, to the number of 299, you would expect to complete the work within 14 months, and you estimate that it will cost in the neighborhood of \$270,000?

Commander HATCH. Yes, sir.

The CHAIRMAN. How much do you estimate for typewriters and other material and equipment, or how much do you estimate they have on hand? What do you estimate the additional cost will be for typewriters and other equipment and material?

Commander HATCH. The Elliott-Fisher typewriters cost about \$280 apiece, as I remember it. That is the flat-writing machine.

Mr. DARROW. Have you any of those machines now on hand?

Commander HATCH. Yes, sir; but they are busy with them. We are using the 156 people now.

Mr. PADGETT. How long will you need them?

Commander HATCH. These 156 people, according to the way the ratio works out—that is to keep going at the same rate of speed—would be employed in this way: 100 looking up records, 19 typewriters, and 37 verifiers. That is about the ratio in which the 156 would be employed.

Mr. PADGETT. Then you would need 19 typewriters?

Commander HATCH. Yes, sir.

Mr. DARROW. It would seem somewhat strange to me if they have this equipment already on hand.

Commander HATCH. The cards would be written in duplicate—

Mr. PADGETT (interposing). How much will the equipment cost? am trying to get that developed.

Commander HATCH. We estimate \$6,000 for the typewriters.

Mr. PADGETT. How much for cards?

Commander HATCH. The present cards we have down there, and so would be about the same shape and would have about the same cost of printing on them, cost \$4.25 per thousand, and as these would be in duplicate, the cost would be \$8.50 per thousand. I had estimate \$5,000 for cards. Then, there would be the cost of cases. Each case holds 26,000 cards, and 22 cases at about \$94 each, would represent, say, \$2,000 for cases. The estimate would be \$6,000 for typewriters, \$5,000 for cards, \$2,000 for cases, and to store and file them \$13,000.

Mr. PADGETT. Three hundred thousand dollars would cover it, would it not?

Commander HATCH. Three hundred thousand dollars would cover whole estimate, if we are permitted to retain these people, and if 156 people stay for \$1,440, and will do their best. Of course, we will do that, because the people in charge of them will require

the CHAIRMAN. We will rely upon you to do that.

Mr. OLIVER. I assume that your estimate is largely based upon supposition of being able to retain for this service experienced men help?

Commander HATCH. Yes, sir.

Mr. OLIVER. You expect to retain those best qualified for doing character of work?

Commander HATCH. Of course, when we reduce from 299 to 143, 156 dropped would include the least efficient. The 156 will be the least efficient, and, consequently, I might consider that a higher average I could get more efficient work.

them for that purpose. The committee has the judgment of Commander Hatch that he can do the work at a certain cost.

Mr. PADGETT. The original proposition was something over \$700,000.

Commander HATCH. The Army has had, perhaps, \$3,500,000 to do this work for the Army.

The CHAIRMAN. Does any Member of Congress present want to ask any questions of Commander Hatch?

**STATEMENT OF HON. WILLIAM B. MCKINLEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. MCKINLEY. Mr. Chairman, I do not know that I have any questions to ask Commander Hatch, but I would like to say that Commander Hatch was born and raised in my town, and I know he will do what he says he will do. I come here because our adjutant general is extremely anxious that this work should be done, so that the State of Illinois may have complete records.

The CHAIRMAN. That is what we are after.

Mr. DARROW. I want to say that the adjutant general of Pennsylvania is extremely anxious to have these records.

Mr. BRITTEN. I do not suppose there is any question about the desirability of having this work done as soon as possible.

**STATEMENT OF HON. EDWARD T. TAYLOR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO.**

Mr. TAYLOR. Mr. Chairman, I am from the top of the world, but we have had some men in the Army and Navy, and I know that Colorado would be very much in favor of this measure. I hope you will not put a thousand clerks on it and put them under the civil service and support them in idleness for the rest of their lives because of this work; but it seems to me that it would be not only desirable but economical to do it as soon as possible. I know if it can be done in that way that the people out West will be very much in favor of it.

**STATEMENT OF HON. CARL R. CHINDBLOM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. CHINDBLOM. Mr. Chairman, I am sure that we are very much pleased with the way the committee has taken up this matter, and are gratified to know that the work will be done. The interest taken by the Members from Illinois on account of the request of the adjutant general is shown by the fact that Mr. McKinley, Mr. Mason, Mr. Graham, Mr. Brooks, Mr. Ireland, Mr. Smith's secretary, and myself are here urging this matter on behalf of the men who were in the service. The people of Illinois are anxious to have the records of the men from that State who gave their services in the war.

Mr. BRITTEN. Mr. Brooks, of Illinois, has spoken to me several times on this matter.

**STATEMENT OF HON. EDWIN B. BROOKS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. BROOKS. Mr. Chairman, I want to emphasize what my colleague has stated. The adjutant general of the State of Illinois is extremely anxious to have these records. People are writing in, asking for the information, and we would like to have the complete records for the State of Illinois.

Mr. BRITTEN. Mr. Ireland, of Illionis, is present. He has spoken to me several times about this.

The CHAIRMAN. Yes; Mr. Ireland has spoken to me about it.

**STATEMENT OF HON. CLIFFORD IRELAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. IRELAND. Mr. Chairman, there is nothing that I can add to the statements that have been made by my colleagues here to-day. I am satisfied that the work will be properly done, and I know that it will be gratifying to all concerned to have these records completed.

The CHAIRMAN. I am going to suggest to the committee that we immediately move to have inserted in the proper bill somewhere an item that will carry out fully the suggestion that has been made by Commander Hatch. If there is no objection, that will be understood. I am going to ask Mr. Peters and Mr. Oliver to take up this matter and to have it inserted, either in the naval appropriation bill or in the deficiency bill, in the Senate, if it has not gone through. It might be subject to a point of order in the naval bill, because we would be appropriating for clerks in the District of Columbia, and under the rules of the House that is under the jurisdiction of the Appropriations Committee. I will ask Mr. Peters and Mr. Oliver, who are members of the Subcommittee on Appropriations, to use their best efforts immediately to secure the inclusion of this provision in some proper bill.

Mr. TAYLOR of Colorado. If I may suggest, would it be proper to adopt a motion requesting the chairman of this committee to confer with the Committee on Rules with a view to making this effective?

The CHAIRMAN. That suggestion is a good one, but I have named two very efficient members of this committee, and I have no doubt they will give the matter every attention.

Mr. OLIVER. Commander, have you prepared the necessary amendment that will carry out the purpose of the committee in this matter?

Commander HATCH. No, sir.

The CHAIRMAN. I will ask the stenographer to write out his notes this afternoon, in order that this hearing may be printed promptly. (Thereupon the committee adjourned.)

1. The first part of the document is a list of names and addresses of the members of the committee.

2. The second part of the document is a list of names and addresses of the members of the committee.

3. The third part of the document is a list of names and addresses of the members of the committee.

4. The fourth part of the document is a list of names and addresses of the members of the committee.

**HEARING ON THE BILL H. R. 13831, FOR THE RELIEF OF  
J. HENRY MILLER (INC.).**

being, as later amended and reported to the House, H. R. 13911.]

**COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,**

**Monday, May 3, 1920.**

The committee met at 10.30 o'clock a. m., Hon. Thomas S. Butler (chairman) presiding.

Statements of **REAR ADMIRAL CHARLES W. PARKS**, Chief, Bureau of Yards and Docks; **MR. PHILIP WALKER**, Assistant to the Solicitor, Navy Department; and **MR. ROGER O'DONNELL**, Attorney for J. Henry Miller (Inc.).

**Mr. BRITTEN.** Mr. Chairman, we have before us the bill H. R. 13831, introduced by me, but formerly presented by Mr. Linthicum. In order to meet some objections on the part of the committee, I have added to the original bill a proviso which was drawn by Mr. Padgett. You will find it at the bottom of the page, and it is in these words:

*Provided*, That payment under this act shall be made only when it is ascertained by the Secretary of the Navy that the unpaid balances on account of the contracts herein specified are sufficient to protect the interests of the United States in making final settlements thereof, including the adjustment of the contracts for the covering of the roof of mess hall of Bancroft Hall.

**Mr. Padgett**, do you wish to say anything further on this bill?

**Mr. PADGETT.** No.

**Mr. BRITTEN.** Admiral Parks, you have seen this proviso: Does that have any effect upon your original views in connection with this bill, or the bill as originally drawn, with the exception of the proviso?

**Admiral PARKS.** I am not quite clear as to what the language "unpaid balances on account of the contracts herein specified are sufficient to protect the interests of the United States" means.

**Mr. BRITTEN.** The desire of the committee, Admiral, was to make certain that the Government would at all times have enough of Mr. Miller's money under his contract at Annapolis to protect the Government in that water-proofing construction over one of the mess halls of Bancroft Hall.

**Admiral PARKS.** I had some views in shape with reference to one contract that contained a part of the items for unpaid travel, and the contract for the construction of temporary quarters for reserve officers contained another part of it. I have that one in my hand. This statement shows the amount due the contractor as \$4,102.99, and the amount of claims made by the contractor as \$12,696.27, which includes \$5,226.28 for repeated travel disallowed by the comptroller, which amount included 10 per cent on account of profits under the contract. In that particular case I do not see how we can say at this time that there is a balance due him, or, at least, that there is an unpaid balance sufficient to protect the interests of the United States. That one there is a larger amount—

**Mr. BRITTEN** (interposing). You told the committee the other day that the Government was withholding some \$60,000 of Mr. Miller's money—

**Admiral PARKS** (interposing). I do not recall that I said that we were withholding it.

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Mr. BRITTEN (continuing). And that the cost of the waterproofing would be some \$55,000. That was, of course, the estimated cost—and I have not reread your remarks—so that it would appear that even at that time the Government had enough money on hand to protect any claim that it might have against Miller, and the desire of the committee in recommending this proviso was to fully protect the Government.

Admiral PARKS. My recollection of the hearing is that I did not know that we were withholding money to cover that, but the contractor's attorney stated that we were. Now, the amount of money that we are withholding is \$4,102.99 on this particular contract, and the larger amount on the one before you. I think that is probably 11-B.

The CHAIRMAN. What does the Government claim to have lost by reason of the alleged failure of the contractor to keep his contract in the construction of that hall?

Mr. PADGETT. About \$55,000, is it not?

The CHAIRMAN. I think it is \$55,000.

Mr. OLIVER. Is not that rather a speculative estimate, since you have not completed the work?

Admiral PARKS. It is problematical.

Mr. OLIVER. And the difference between what you estimate to be the loss and the amount on hand is comparatively small?

Admiral PARKS. Yes, sir.

Mr. OLIVER. Under those circumstances, I see no reason why we should pass this bill.

The CHAIRMAN. Let me see if I follow you, Mr. Oliver: You are estimating that the loss will be about \$55,000, and that the Government has on hand belonging to this firm about \$60,000, and that, consequently, there is but a small balance in dispute—is that right?

Mr. OLIVER. That is my understanding.

The CHAIRMAN. And the Government has protected itself in this amendment which Mr. Padgett has prepared.

Mr. OLIVER. I do not think it would be the sense of the committee to pass a bill here authorizing the payment of \$5,000 to Mr. Miller, since it is doubtful whether that amount will be due him when the work is completed.

Mr. PADGETT. Let me make a little statement. The other day Mr. Britten came before the committee when it was meeting here on another matter. He had this amendment prepared, except the last clause of it, and he stated that it had been prepared by the solicitor of the department.

Mr. BRITTEN. No; you are thinking of another matter. I came in with a bill that had been presented by Mr. Linthicum, and that had originally been reported from a subcommittee to the full committee.

Mr. PADGETT. You stated that it was authorized by somebody at the department, and you stated that the solicitor had prepared that amendment or proviso.

Mr. BRITTEN. Yes.

Mr. PADGETT. You submitted it to me, and I added to it the words, "including the adjustment of the contracts for the covering of the roof of mess hall of Bancroft Hall." I said that if it was prepared by the solicitor I assumed that it would meet the case.

Mr. BRITTEN. The solicitor offered that sort of suggestion the day he was here, and then, in the meantime, he and the attorney for Mr. Miller drew up this amendment.

Mr. WALKER. May I make a suggestion there?

MITTEN. Certainly.

ALKER. My suggestion the other day, which was informally the hearing, was that in the settlement of the general accounts contractor he should be given credit for this \$31,000. After the contractor's attorney came to my office and showed me it, and we talked it over informally. It looked to me as if I could adjust the matters, but nothing came from the solicitor, as solicitor of the department, and I have no authority to speak for the department unless I have consulted with him and in this matter I must consult with the solicitor. This did not come from the department at all in any official way, nor from me with any serious intention. My suggestion was that in the settlement of the general accounts he should be given credit for this amount claimed. In other words, Congress would practically say to the comptroller that this should be allowed. The comptroller said that it could not be.

MITTEN. Will this proviso cover that credit?

ALKER. I do not know. Of course, under my suggestion Mr. Miller would not get any money until all of the other accounts were straightened out.

MITTEN. That is what is desired.

ALKER. Here, under this proviso, if the department can say that it is amply protected otherwise, then this money would be available for immediate payment. That was the difference.

MITTEN. That suggestion of Mr. Oliver's does what we are trying to cover. Now, Mr. Miller is a contractor, and had a contract with the department, with a supplemental agreement under which he was to pay certain railroad fares, and he paid them. We want to give him credit for having made those payments for the Government, and this bill is intended to do that.

ALKER. Is Mr. Miller indebted to the Government under another contract?

MITTEN. There are several contracts, and if he is indebted to the Government under another contract, this will be a credit in settlement with the Government, or at least that is the intention.

MITTEN. Would it not be less awkward to draw a bill providing for the settlement of his accounts with the Government this

Mr. OLIVER. Why not let it read "final settlement of accounts"?

Mr. WALKER. There is no objection to that.

Mr. BRITTEN. It might read, "in final settlement for the actual cost incurred," etc.

Mr. OLIVER. "On final settlement of accounts."

Mr. BRITTEN. Let it read, "to give credit to J. Henry Miller (incorporated, in final settlement of accounts.)"

Mr. PETERS. I would say "in final settlement of accounts," because they would be in course of settlement.

Mr. BRITTEN. Do you think that covers the desires of the committee?

Mr. OLIVER. Suppose you read it.

Mr. BRITTEN. I will start with line 3:

That the Secretary of the Navy be, and he is hereby, authorized and directed to give credit to J. Henry Miller (incorporated), of Baltimore, Maryland, in final settlement of accounts for the actual cost incurred by the said contractor for repeated travel of workers employed in the construction of an addition to Bancroft Hall and upon other public works contracts at the United States Naval Academy, Annapolis, Maryland, in accordance with modified provision of the contract as authorized by the Navy Department; and there is hereby appropriated out of any moneys in the Treasury of the United States not otherwise appropriated, the requisite amount to cover the sum found due under the terms of this Act, which sum shall not exceed \$31,870.32.

Mr. PETERS. That would take care of the suggestion about a deficiency.

Admiral PARKS. It would take care of that part of it.

Mr. OLIVER. Why do you have the provision, "which sum shall not exceed \$31,870.32"?

Mr. BRITTEN. That is the amount that was definitely agreed upon between the Government and the contractor as the actual amount expended. Am I right, Admiral?

Admiral PARKS. I think that was it. The item on the statement before you is \$52,226, and there is another amount that I think adds a little less than \$31,000.

Mr. O'DONNELL. I think I can explain that by stating that the larger amount that Admiral Parks mentioned includes a percentage item which was eliminated in the final amount. This amount proposed to be appropriated represents no percentage of profit, but it is simply the reimbursement.

Mr. BRITTEN. So that the amount the Admiral has would be 10 per cent larger than this amount. This is the net amount expended by the contractor under the direction of the department for repeated travel.

Mr. O'DONNELL. Yes, sir; the amount specified in the bill \$31,870.32, is an amount ascertained by the Navy Department to be due, in this report of January 14, 1920.

Mr. PETERS. I think that covers the suggestion.

Mr. O'DONNELL. May I make one suggestion?

Mr. BRITTEN. Certainly.

Mr. O'DONNELL. In view of the fact that the Comptroller of the Treasury ruled out this item originally, I make the suggestion that in line 3, after the words "Secretary of the Navy," there be included the words "and accounting officers of the Treasury." I think that would be proper, in order to bind them as well as the Secretary of the Navy. In other words, the Secretary is already willing to allow the item, but the comptroller is not.

Mr. BRITTEN. How about that, Mr. Walker?

Mr. WALKER. That has been put in the other bill that we had under consideration this morning.

Mr. O'DONNELL. With that amendment, it would read, "The Secretary of the Navy and the accounting officers of the Treasury be, and they are hereby, authorized and directed to pay," etc.

Mr. OLIVER. I think it would be well to add, "*Provided*, That no part of the sum herein appropriated shall be paid until it is definitely ascertained what damages the Government has suffered from the failure of the contractor to complete his contract."

Mr. BRITTEN. Do you think that is necessary when we are simply giving a general credit in the final settlement of the account?

Mr. PETERS. They might not settle with him.

Mr. BRITTEN. This is simply to authorize a credit in the final settlement of the account.

Mr. KRAUS. When this bill was before the subcommittee there was no evidence as to any other controversy with Mr. Miller, and it was apparent to the subcommittee that Mr. Miller should receive this \$31,870.32. I still believe he should have a credit for that amount, but in view of this development it seems to me that there should be every precaution taken to see that the Government does not pay any money or is not compelled to pay any money under this authorization until that controversy is settled. I think that is the idea that Mr. Oliver has in mind, and I think it should be covered by a provision identifying the contracts in regard to which there is any controversy.

Mr. PETERS. That is what we are trying to do, and it seems to me that you must remove all obligation to make a positive payment.

Mr. KRAUS. I think Mr. Oliver's suggestion is a proper one.

Mr. OLIVER. I do not think you can be too careful in drawing the bill.

Mr. BRITTEN. I think you are absolutely correct about that, but, at the same time, it is not necessary to cover the same thing in two or three ways.

Mr. OLIVER. I think we should put in a proviso that no part of this money shall be paid until final settlement is made.

Mr. PETERS. There could be no objection to that.

Mr. BRITTEN. But you are not paying this money; you are simply directing the Secretary to give that credit to the contractor. Suppose you give me your language, Mr. Oliver.

Mr. PADGETT. I would suggest, "*Provided*, That payment under this act shall not be made until a full and complete settlement has been made between the contractor and the Government."

Mr. PETERS. You would want to have it as a part of the settlement?

Mr. BRITTEN. Is not that exactly what we say in line 4, "to give credit to J. Henry Miller (Incorporated), of Baltimore, Maryland, in final settlement of account"?

Mr. PETERS. You might say, "in final settlement made, but not until adjustment is made that is satisfactory to the Secretary of the Navy."

Mr. BRITTEN. In lines 3 and 4 you say, "the Secretary of the Navy and the accounting officers of the Treasury be, and they are hereby, authorized and directed to give credit to J. Henry Miller (Incorporated), of Baltimore, Maryland, in final settlement of account," etc. Now, why should we say again that no payment shall be made until the accounts are finally settled? That is what we have already stated. I have no objection to any language that will strengthen the Government's position in the premises, but I cannot see the wisdom of saying that no payment shall be made until

the contracts are definitely settled by the Government after we have said that the Government is directed to credit in him the final settlement of his accounts.

Mr. PADGETT. I make this suggestion, beginning with line 3—

That the Secretary of the Navy and the accounting officers of the Treasury be and they are hereby, authorized and directed to give credit to J. Henry Miller (incorporated), of Baltimore, Maryland, for the actual cost incurred by the said contractor for repeated travel of workers employed in the construction of an addition to Bancroft Hall and upon other public works contracts of the United States at the United States Naval Academy, Annapolis, Maryland, in accordance with modified provision of the contract as authorized by the Navy Department, in full and final settlement of all accounts and claims for damages incident to said contract.

Mr. OLIVER. Then put in your proviso.

Mr. PADGETT. When you insert the language, "general settlement of accounts," at that point, you separate what you are authorizing the Secretary and accounting officers to give credit for.

Mr. BRITTEN. Will you give the clerk the language you suggest following the words "Navy Department?"

Mr. PADGETT. The language is, "in the full and final settlement of all accounts and claims for damages incident to said contract."

Mr. BRITTEN. You would go down to the amount stated in line 15, and would include the proviso recommended by Mr. Peters, would you not, Mr. Padgett?

Mr. PADGETT. Yes.

Mr. OLIVER. In line 6, before the words "repeated travel," I would suggest the insertion of the word "authorized," so as to make it read "authorized repeated travel of workers," etc.

Admiral PARKS. This was authorized.

Mr. BRITTEN. They have a contract covering this.

Mr. OLIVER. I would rather put that language in, making it read, "any authorized repeated travel."

Mr. BRITTEN. I did not know that you knew that there was an actual contract covering that.

Mr. PADGETT. The language I suggest is, "in the full and final settlement of all accounts and claims for damages incident to said contracts between the Navy Department and said J. Henry Miller (Incorporated)."

Mr. BRITTEN. Then you would use the same language down to the amount stated in line 15, and then would add the proviso?

Mr. KRAUS. Why put in an appropriation?

Mr. PADGETT. Simply to have it ready.

Mr. PETERS. I offer this amendment:

*Provided, That final settlement with the said contractor shall not be made until all matters of damages and claims between the Navy Department and said contractor are adjusted and included in such settlement.*

With this amendment, I move that the bill be reported favorably—  
(The bill was ordered favorably reported.)

Mr. BRITTEN. We have the general bill for the relief of the contractors, and in connection with that Admiral Taylor has made a number of suggestions to the committee in a letter that he addressed to Mr. Padgett.

Mr. PADGETT. In view of the fact that we have no quorum present, I think it will be better for us to postpone that for the present.

(Thereupon, the committee went into executive session, after which it adjourned.)

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Admiral WASHINGTON. Yes; 500 for the collier service and class 5 reserves.

Mr. OLIVER. How many officers have you in the regular Navy now?

Admiral WASHINGTON. With the Naval Academy graduates, we have in the regular force in the line 2,825 and temporaries 2,407.

Mr. OLIVER. How many should you have under the authorized strength of the Navy?

Admiral WASHINGTON. We have authorized at the present time 6,800; that is, 4 per cent of the authorized enlisted strength of 170,000 men.

Mr. OLIVER. How many will you have after June in the permanent Navy?

Admiral WASHINGTON. We would have about 3,100 line officers.

Mr. OLIVER. I mean, how many would be added?

Admiral WASHINGTON. There would be 280 added by the class which graduates in June next from the academy.

Mr. OLIVER. This only relates to line officers?

Admiral WASHINGTON. Yes, sir, the others corps being based on the line.

Mr. KELLEY. What will happen if legislation of this kind is not passed before the 1st of July; that is, if this paragraph, or some such paragraph, should not be made into law?

Admiral WASHINGTON. When peace is declared, within six months thereafter all of the temporaries and reserves go out. The reserves go out immediately and the temporaries go out within six months, so that after the Naval Academy graduating class is turned over to us we would be reduced to about 3,100 officers to run the Navy and of that 3,100 at least 50 per cent have been out of the Naval Academy probably but a very few years, and, therefore, not very experienced officers.

Mr. BUTLER. How many officers of the line have resigned within the last year or year and a half?

Admiral WASHINGTON. Sixty-seven.

Mr. BUTLER. They have gone out of the service?

Admiral WASHINGTON. Yes, sir; their resignations have been accepted.

Mr. BUTLER. How many more have tendered their resignations?

Admiral WASHINGTON. Eighty-six; that is, since the date of the armistice and up to March 15.

Mr. BUTLER. When did you accept the last resignation?

Admiral WASHINGTON. I think the last one probably was accepted yesterday; they are coming in all the time, and as the officers have served eight years the Secretary has been accepting the resignations. I think one or two of them were accepted yesterday; I am not positive, but within the last day or so.

Mr. BUTLER. Will you please state for the record—because the information, in my judgment, is quite necessary in connection with the pay bill—the grades of these officers?

Admiral WASHINGTON. One captain, seven commanders, thirty-three lieutenant commanders, and twenty-five lieutenants.

Mr. BUTLER. These are the men who have presented their resignations?

that we have asked for 500 officers whom we propose to use in the Flying Corps and in the Collier Service and the auxiliaries. That is a service which we formerly called the naval auxiliary service and consisted principally of store ships and colliers. We will need about 350 of those officers to actually operate the colliers and store ships. Those are officers who have been with us quite a number of years; some have been with us as long as 20 years under the old name of naval auxiliary service. During the war they were merged into the Naval Reserves, and we now want to carry them along in their former duties on the colliers and supply vessels.

Mr. KELLEY. If we wanted to limit the number of officers to 4 per cent of the authorized strength of the Navy all we would need to do would be to cut out, in lines 25 and 26, the words "exclusive of 500 of such reserve officers also authorized?"

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. If that language came out then the number of officers authorized would be the regular number based on 137,000 men?

Admiral WASHINGTON. Yes.

Mr. KRAUS. I do not want to get away from this particular section, but I think that is modified by subsequent sections. As I construe the first five sections they will take in 500 in addition to the regular number. You can take in 1,200 more and that 1,200 need not be limited to 500, and you also can—

Admiral WASHINGTON (interposing). The 1,200 you speak of would be included in this 4 per cent; they would be part of the 4 per cent. This only transfers them from what they are now, namely, temporary or reserve officers, into the regular service. We are allowed under the law 4 per cent of 137,485, and if we had that number of officers the proportion in the various grades would be based accordingly. The 5,499 officers that we are allowed is now largely filled up with reserves and temporaries and in asking for this 1,436—that is the actual number—we propose to transfer that number, who are now holding temporary and reserve commissions to the Regular Navy. It amounts to a shifting from one side to another, and does not bring in any additional numbers.

Mr. KRAUS. I take it your purpose is to be permitted to commission the 4 per cent based on the authorized strength of the Navy.

Admiral WASHINGTON. Not all of them because we would not be able to get them all; we will only get a total of about 4,200 after these 1,436 should be taken in.

Mr. KRAUS. Not to exceed that number?

Admiral WASHINGTON. Yes, sir.

Mr. KRAUS. Then it is a question whether the language of the several provisions express that purpose.

Mr. KELLEY. It says here:

That the average number of commissioned officers of the line, permanent, temporary and reserve on active duty, exclusive of 500 of such reserve officers also authorized shall not exceed 4 per cent of the total authorized enlisted strength of the Regular Navy.

Mr. KRAUS. That is all right if it is not modified by the succeeding sections.

Mr. KELLEY. What he asks for is the regular authorized number of officers, plus 500?

Admiral WASHINGTON. Yes; 500 for the collier service and class 5 reserves.

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Admiral WASHINGTON. With the Naval Academy graduates, we are in the regular force in the line 2,825 and temporaries 2,407.

Mr. OLIVER. How many should you have under the authorized strength of the Navy?

Admiral WASHINGTON. We have authorized at the present time 60; that is, 4 per cent of the authorized enlisted strength of 1,000 men.

Mr. OLIVER. How many will you have after June in the permanent Navy?

Admiral WASHINGTON. We would have about 3,100 line officers.

Mr. OLIVER. I mean, how many would be added?

Admiral WASHINGTON. There would be 280 added by the class of graduates in June next from the academy.

Mr. OLIVER. This only relates to line officers?

Admiral WASHINGTON. Yes, sir, the others corps being based on line.

Mr. KELLEY. What will happen if legislation of this kind is not passed before the 1st of July; that is, if this paragraph, or some other paragraph, should not be made into law?

Admiral WASHINGTON. When peace is declared, within six months after all of the temporaries and reserves go out. The reserves go out immediately and the temporaries go out within six months, so that after the Naval Academy graduating class is turned over to us the force would be reduced to about 3,100 officers to run the Navy and of these 3,100 at least 50 per cent have been out of the Naval Academy probably but a very few years, and, therefore, not very experienced officers.

Mr. BUTLER. How many officers of the line have resigned within the last year or year and a half?

Admiral WASHINGTON. Sixty-seven.

Mr. BUTLER. They have gone out of the service?

Admiral WASHINGTON. Yes, sir; their resignations have been accepted.

Admiral WASHINGTON. These are the ones who have actually left the service.

Mr. BUTLER. Please tell us the grades of those who have tendered their resignations but whose resignations have not been accepted.

Admiral WASHINGTON. Five lieutenant commanders, 49 lieutenants, 200 junior grade, and 12 ensigns.

Mr. KELLEY. In line 23, page 2, should not the word "average"

Admiral WASHINGTON. I do not see the necessity for that. Under McCain. I will tell you why that is. If the bill passes in July 1 it will mean you have got to get out of the service in some 400 or 500 officers whereas if it reads "average" the force could be reduced gradually, but I do not think it makes much difference.

Admiral WASHINGTON. I do not think it adds anything or detracts from it. I might say that we have practically 6,000 officers in the line, regular, temporary, and reserve at the present time.

Mr. PADGETT. I thought you said 6,000?  
Admiral WASHINGTON. We are reduced to about 6,000.

Mr. PADGETT. I thought you said 6,000?  
Admiral WASHINGTON. No; we have reduced below the 6,800 allowed, and officers are going out rather rapidly; there are some ninety-odd resignations now and as these officers can be spared and their ships come out the temporaries, I am referring to.

Mr. BUTLER. I understood you to say that after you get the graduating class from the academy you will have as regulars about 3,100!

Admiral WASHINGTON. About that.

Mr. BUTLER. Unless there is legislation passed authorizing you to take additional officers into the service?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. You will have just about one-half of what you have now?

Admiral WASHINGTON. Yes, a little more than one-half.

Mr. BUTLER. Well, have we not the authority under the Padgett Act creating the reserve and why is it necessary to have this legislation?

Admiral WASHINGTON. We have not been at any time calling the reserves to go through any period of training beyond their required amount of about two weeks a year and our desire is to get some of them in by which we can give them from 12 to 18 months' training and then let them go as they choose.

Mr. BUTLER. This is what I understand to be a training provision!

Admiral WASHINGTON. A training period of from 12 to 18 months.

Mr. BUTLER. This provides for a training period which you do not have under the Padgett Act?

Admiral WASHINGTON. That is it.

Mr. KELLEY. It really amounts to a one-year enlistment or to a one year and a half enlistment?

Admiral WASHINGTON. Yes, sir; and if we can get them in for 18 months at this time, in the course of 10 years we will be able to build up a very excellent reserve.

**Mr. PADGETT.** This is also to supplement the shortage in the regular enlisted force?

**Admiral WASHINGTON.** Yes, sir; to help it.

**Mr. PADGETT.** Under the existing law you can not call in the reserves to active duty except in case of emergency?

**Admiral WASHINGTON.** No, sir.

**Mr. PADGETT.** This is to authorize 20,000 to come in to supplement your shortage of enlistment for this short period?

**Admiral WASHINGTON.** Yes, sir.

**Mr. OLIVER.** Does this confer authority to compel them to come?

**Admiral WASHINGTON.** No, sir; it is only with their own consent.

**Mr. OLIVER.** How many of the 20,000 will be officers?

**Admiral WASHINGTON.** Of this 20,000?

**Mr. OLIVER.** Yes.

**Admiral WASHINGTON.** None. We ask the usual proportion of 4 per cent, but there is nothing specified here about them.

**Mr. KELLEY.** The 500 officers asked for below are to officer these 20,000 men?

**Admiral WASHINGTON.** Yes, sir; those are men we expect to use for the 20,000. We have no staff officers; we only provide for line officers.

**Mr. OLIVER.** How many of the reserves who have been confirmed, whom you have authority to call, have been volunteering for service?

**Admiral WASHINGTON.** Almost none. At the present time we have very few. But we have a large number we can recall. We can not call any of them except in war time, however.

**Mr. OLIVER.** But where they were confirmed that gave you authority over them which, however, you did not exercise?

**Admiral WASHINGTON.** During an emergency only.

**Capt. ZIEGEIMIER.** When they are confirmed they can be employed only with their own consent, in time of peace.

**Mr. OLIVER.** Do you pay them, even though they do not consent to come into the service?

**Capt. ZIEGEIMIER.** Yes, sir; if they are confirmed they get their retainer pay.

**Mr. HICKS.** In regard to that matter, Admiral, this section provides that they can only be called as a voluntary act on their part. Now, assuming you call the men and you ask them to come in, and they do not volunteer. Will those men be under any disadvantage or be put on any blacklist, or anything of that kind?

**Admiral WASHINGTON.** Not so far as we are concerned. It would not be fair, because there might be reasons that may have been paramount and sufficient to prevent their coming at a particular time, and I should hate to think that we would condemn them simply because they did not respond under such circumstances, when they had a very good reason not to. I do not think we are going to have any difficulty in calling voluntarily in any number up to 20,000.

**Mr. HICKS.** Some reserves with whom I have talked have felt that if they did not come because of proper reasons, they would be under a handicap in the future because they had failed to respond, even though it was a voluntary act at that time.

Admiral WASHINGTON. Naturally, the preference would be given for those who have answered the call. But I would not hold that their failure to voluntarily come in for training which could be deferred until a later date, as a reason for condemning them.

Mr. HICKS. Is it not practically a compulsory thing? If you call a man and ask him to come back and he does not, does he not feel that he has been practically called into the service, even though you put in there a provision that it shall be with his consent?

Admiral WASHINGTON. If we required 350,000 that is our whole force, and they did not come that would be one matter. But if we asked for only 20,000 out of 350,000, we would not criticize the other remaining 330,000 because they did not answer the call.

Mr. HICKS. I am glad to have you make that statement.

Capt. LEIGH. The House, in the naval appropriation bill worded the clause so that it is provided that if they do not take this training to maintain efficiency they lose their retainer pay.

Mr. PADGETT. That is in connection with the training?

Capt. ZEIGLINIRE. Yes, sir. But in calling them for service, you would not call them—

Mr. PADGETT (interposing). Except in an emergency.

Mr. LUFKIN. Have you any evidence which leads you to believe you can get any considerable number of men under this provision if it is passed?

Admiral WASHINGTON. We have information that we can get a considerable number of men if this provision is passed, information coming from the various naval districts. That information indicates that we will have very little difficulty. I am basing it very largely on what the naval reserve officers in the various localities say. For instance, in the Chicago district they inform me that they will have no difficulty at all in getting 5,000 men without delay.

Mr. LUFKIN. To enlist for a year?

Admiral WASHINGTON. No, sir; to enroll for 4 years, but to serve actively from 12 to 18 months.

Mr. LUFKIN. And that is active service?

Admiral WASHINGTON. It is for from 12 to 18 months.

Mr. LUFKIN. What is the difference between a member of the reserve enrolling under this provision and enlisting in the regular navy?

Admiral WASHINGTON. He can get out at the end of 12 or 18 months if he enlists under this provision.

Mr. LUFKIN. He can enlist for the same period?

Admiral WASHINGTON. Our shortest period of enlistment is for two years. One thing we hope to use a large number of these men for is with the Navy Academy practice squadron and the cruisers which are to be sent out on a cruise to South America. Those vessels will be largely manned by this class of men, and that will be held out to them as an inducement to come in, and I think it will be effective. Six ships are going to the west coast as far as Seattle and over to Honolulu and back to the east coast, and we hope to get quite a number of men to come in and take their training on those ships, and thus get a start on this twelve or eighteen months' period. If we send cruisers to South America we probably may get as many as 1,500 or 2,000 for that special purpose.

Mr. LUFKIN. What is the average age of those reserves?

Admiral WASHINGTON. The age of none of them exceeds 35. I do not know the average.

Mr. LUFKIN. They would go right on a ship, would they, or would it be necessary to send them to a training station?

Admiral WASHINGTON. No, sir; they would go right to the ships. They are entirely distinct from the Navy in that respect. On board they are under the same discipline and they have the same privileges as the men of the Navy, but they do not have to go to a training station.

Mr. LUFKIN. They have had their preliminary training?

Admiral WASHINGTON. They are supposed to have had their preliminary training. A great many of them have had it during the last two years, while the war was being carried on.

Mr. STEPHENS. Can the members of the Naval Reserve ask for their discharge and receive their discharge from the Navy when they desire it?

Admiral WASHINGTON. It is always given them upon request. We are inclined at no time to grant a discharge to a Naval Reserve man if he requests it.

Mr. BUTLER. If this provision should be enacted into law, it will authorize the commissioning of how many regular officers?

Admiral WASHINGTON. Section 2 covers that. Section 1 does not authorize it.

Mr. BUTLER. This section, then, does not authorize you to commission any regular officers?

Admiral WASHINGTON. No, sir.

Mr. BUTLER. That provision comes later along?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. It provides for some temporary commissioned officers?

Mr. BUTLER. I wanted to ask whether you have figured out what the cost of this will be to the Government?

Admiral WASHINGTON. Mr. Butler, the amount of money already appropriated covers what we have asked for. We do not ask for an additional.

Mr. BUTLER. You get it out of the appropriation for the reserves?

Admiral WASHINGTON. We get it out of the appropriation bill

money for this purpose. We have appropriated as carefully as we could for 120,000 men in the Regular Navy.

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. If you enlist the entire number of 120,000 men in the Regular Navy all of the money which we have appropriated will be used.

Admiral WASHINGTON. The way the situation in connection with the pay bill now looks, I do not see how in the next six months we are going to have 100,000 men in the Navy, and if that is true the result will be that the amount for the pay of 20,000 men will be turned back to the Government.

Mr. BUTLER. If we take in these men, in addition to the 120,000 and put them in training we will have to ask for the appropriation of additional money.

Admiral WASHINGTON. I do not think so. I do not think we are going to need any more money before July, 1921. We will have enough money for our men.

Mr. BUTLER. If we do such as enlisting 120,000 regulars we will not have any money to pay them.

Admiral WASHINGTON. I do not think so. I do not think we are going to need any more money before July, 1921. We will have enough money for our men.

Mr. KELLEY. If you recruit 20,000 men through the regular recruiting service you would not need any of these reserves?

Admiral WASHINGTON. We would not call the number we ask for. But if we start on July 1 with 100,000 we will have to get up to 140,000 before the end of the year to get an average of 120,000. But, as a matter of fact, we are going down in number in the enlisted force. Desertions are becoming very heavy. The condition is bad, especially in reference to the chief petty officers in the Navy; the conditions generally in the enlisted force of the Navy are probably worse than at any time within my knowledge. The desertions from among the leading men are getting to be a very grave factor.

Mr. BUTLER. Did I understand you to use the word "desertion," or do you mean retirement?

Admiral WASHINGTON. No, sir; I mean desertion. The men say they can not live on what they are getting. We can not discharge them, and so they are deserting.

Mr. HICKS. How many have deserted?

Admiral WASHINGTON. We had last month, I think, about 700.

Mr. HICKS. How many among the chief petty officers and warrant officers?

Admiral WASHINGTON. The desertion of a chief petty officer is rather an unusual thing with us. I will give you the figures. The desertions for the month of January were 898 out of a little over 100,000 men.

Mr. HICKS. Are you speaking of desertions among all classes of men?

Admiral WASHINGTON. Of all kinds.

Mr. BUTLER. What are the ratings?

Admiral WASHINGTON. Then we must also take into consideration the fact that the fleet is South, where the desertions are comparatively very few. We have a small number of men desert the ships in

southern waters because there are few places where they can desert. But notwithstanding this the number of desertions in the month of January has been nearly 1,000. The condition is really very alarming.

Mr. BUTLER. Will you give us the ratings?

Admiral WASHINGTON. During the last six months there were 4,666 desertions. There were 1,057 among the petty officers, of whom 66 were chief petty officers. During the month of January of the present year there were 898 desertions, of whom 103 were petty officers, and 13 chief petty officers. In February the number was smaller, due to the fact that the fleet was in southern waters, where desertion is difficult. The total number for February was 765, of whom 60 were petty officers and 7 chief petty officers. We have never had a condition like that before.

Mr. PETERS. What action do you take when that occurs?

Admiral WASHINGTON. You mean to recover them?

Mr. PETERS. When a chief petty officer deserts do you bring him before a court-martial?

Admiral WASHINGTON. There is nobody to court-martial; he has gone. If we get him we do court-martial him.

Mr. PETERS. Do you not get them?

Admiral WASHINGTON. Very seldom.

Mr. PADGETT. I was going to ask you this question in connection with that. They are supposed to desert on account of insufficient pay. If a man who deserts goes to some other place, do you know where he goes?

Admiral WASHINGTON. We send a circular letter to the mayor of the town and to the chief of police of the place in which he enlisted, and we also send a letter to the next of kin, informing them of it, and to all the receiving ships and places where a man is likely to turn up under another name.

Mr. HICKS. What proportion of the number who desert do you apprehend?

Admiral WASHINGTON. I do not know, but it is small.

Mr. HICKS. Any considerable number?

Admiral WASHINGTON. Not very many. The apprehensions consist very largely of the men who surrender themselves.

Mr. PETERS. You do not follow them up very closely?

Admiral WASHINGTON. No, sir; we do not. It would be needless to do it; it would be unpopular. The civil government is not generally inclined to arrest a military offender and return him to us.

Mr. BUTLER. You will not accept in the service any one who has deserted?

Admiral WASHINGTON. Not knowingly. But if they come back we receive them and generally give them a trial by court-martial and punish them as the case may be, and they may be then retained in the service.

Mr. BUTLER. Suppose the Kelley bill becomes a law; will these men return and want to be reinstated in the Navy?

Admiral WASHINGTON. They would have to stand their punishment, without question.

Mr. BUTLER. You would not accept a deserter?

Admiral WASHINGTON. No, sir; there is no overlooking of the offense of desertion.

MR. I understood the object to be attained in the passage of the bill is to take back these men who have resigned. ADMIRAL WASHINGTON. Who have left the service and who have an S.

MR. L. Did you bring that list I asked you for to-day? ADMIRAL WASHINGTON. The list you telephoned about is made out and the quarter ends on the 31st of March. This is the end of April, and the reports have not yet come in, and we do not have you any more definite or correct information than that for the quarter ending December 31, 1919.

MR. That is the list of petty officers who retired from the service during the last six or eight months by resignation. We had on January 1, and I asked Admiral Washington to give us the list of resignations that have been accepted, of noncommissioned officers, up to the 1st of April, so it can be stated to the House. GET. You f resignations of noncommissioned officers, a given go out on account of the expiration of their enlistment.

ADMIRAL WASHINGTON. Practical reenlistments.

MR. HICKS. Of course, in endeavoring to form a reason in your judgment, is the real reason.

ADMIRAL WASHINGTON. It is

MR. HICKS. There is no question.

ADMIRAL WASHINGTON. Nothing at all, sir. I think that is 98 per cent of the difficulty.

MR. KELLEY. Coming back to the paragraph, Admiral, does it not seem to you if we strike out those words on line 25, of page 2, and at the top of page 3, "exclusive of 500 of such reserve officers also authorized," you would have officers enough to take care of the Navy, without including those 500, over and above the 4 per cent of the authorized strength?

ADMIRAL WASHINGTON. We could get along without them, unquestionably. But we could not do the work as satisfactorily as we could if we had them. These men we want primarily for colliers, store ships, etc., and they are perfectly satisfactory for that use. If we take a Naval Academy graduate and assign him to that character of duty we are not getting the best use of that officer.

MR. KELLEY. But in order to get 5,499 officers you will have to take in a large number of reserve officers and you will have to retain quite a large number of warrant officers who are now holding temporary commissions, will you not?

ADMIRAL WASHINGTON. Yes.

MR. KELLEY. Out of all that number of temporary officers and warrant officers can you not find enough to take care of these colliers, without bringing in 500 more reserve officers?

ADMIRAL WASHINGTON. We could without any difficulty with a less number of ships. But the department is requiring the ready service of a large Navy, and to properly man and operate the ships we need the officers. At the present time there are hardly any of our ships with a full quota of officers, from the battleships down.

MR. BUTLER. What proportion of these officers are at sea?

**Admiral WASHINGTON.** Of the line officers we have something like 75 per cent at sea. The percentage of the officers of the line at sea to-day, Mr. Butler, is probably greater than it has ever been except in actual war, and we have to keep them at sea. Of course, there are a certain number of line officers necessarily kept ashore, such as those on duty at the Naval Academy, those on duty here in the Navy Department, and some few in navy yards, and stations, and that takes up about 25 per cent for shore duty.

**Mr. PADGETT.** If you have 5,499 line officers, will that not be sufficient for your activities of all kinds?

**Admiral WASHINGTON.** We can get along with them, Mr. Padgett, but not well. Allowed activities would have to be reduced proportionately.

**Mr. PADGETT.** I was under the impression that with the 4 per cent of officers you would have an ample allowance for line officers.

**Admiral WASHINGTON.** For the actual fighting work, yes. But there are lot of store ships to be manned. We have a great many supply ships, colliers, repair ships, and other ships of that kind. We do not wish to put fighting officers on that class of ship, because if we do, I do not think we are getting the best use of Naval Academy officers when we so assign them. Heretofore we have had what was formerly called the navy auxiliary service, composed of merchant sailor officers, and they amply met the requirements for the auxiliaries, and was more economical for the Government while we get just as good results for the handling of the train service of the fleet.

**Mr. PADGETT.** Before the war did you operate the auxiliaries entirely with civilians? Were they under civilian operation?

**Admiral WASHINGTON.** Yes, sir.

**Mr. PADGETT.** Are you changing that now and operating them under naval management?

**Admiral WASHINGTON.** Yes, sir. We have no civilian employees now in the Navy engaged in that character of work. Heretofore Congress appropriated, as I recall it, about \$650,000 a year for the auxiliary service. Now that has been merged into the Navy, and these 500 officers—

**Mr. PADGETT** (interposing). In other words, you are asking for these 500 officers to take the place of and to supplant the civilian force?

**Admiral WASHINGTON.** Formerly employed; yes, sir.

**Mr. PADGETT.** That were operating the auxiliary part of the Navy?

**Admiral WASHINGTON.** That is it; exactly.

**Mr. KELLEY.** When you employed civilians for this work, you only had 2,700 or 2,800 officers you were using for all purposes in the Navy?

**Admiral WASHINGTON.** Yes, sir.

**Mr. KELLEY.** When we give you 5,499, with the Navy only about one and one-half times as great as it was before—

**Admiral WASHINGTON** (interposing). Governor, the Navy is not now in that proportion. I think you are mistaken about that. When we were employing this smaller number of officers, we had about 40 destroyers.

**Mr. KELLEY.** We had about 85,000 men, and we had a smaller number of officers.

**Admiral WASHINGTON.** We had about 2,000 or 2,100 line officers for awhile. But at the present time, take the number of destroyers

alone, if they were all in commission there would be 300 of them, and that would require 6 commissioned line officers for each destroyer, which would mean 1,800 line officers for them. Then we have 130 submarines. It requires at least 3 commissioned line officers for each submarine, so that there we would need practically 400 line officers, and that makes 2,200 Naval Academy graduates who would be used up in those small classes of boats alone. We did not have all those things to consider before the present war. To meet this condition and to man these vessels, we have not got enough Naval Academy graduates to put 6 of them on each destroyer and to put 3 of them on each submarine, and so we are using the temporary officers for that purpose, filling up places on smaller ships with the temporary officers. The relative demand for officers is more for the smaller vessels than for the battleships. The demand for the battleships has not very greatly increased in the last few years. With the destroyers, the submarines, and the flying force the development has been many fold what it was three years ago. If we take the Naval Academy graduates and try to parcel them out among this large number of vessels we are going to have them so thinly spread that the heaven will not be sufficient.

Mr. KELLEY. How many officers do you need for the colliers?

Admiral WASHINGTON. We need 386 for the colliers.

Mr. KELLEY. Then, the other 120, or thereabouts, will be—

Admiral WASHINGTON (interposing). For aviation.

Mr. OLIVER. How many enlisted men do you use on the colliers?

Admiral WASHINGTON. About 2,200.

Mr. OLIVER. The officer and enlisted personnel is about the same in numbers as the civilian personnel you had employed in the same service?

Admiral WASHINGTON. They have been cut down very materially. Since I have been in the Bureau of Navigation we have reduced the auxiliaries close to 50 per cent in complement.

Mr. KELLEY. Under existing law, if you needed officers badly, would you take them off colliers and employ civilian officers?

Admiral WASHINGTON. No, sir; we have no appropriation for that purpose.

Mr. KELLEY. Why could you not do it?

Admiral WASHINGTON. We have no appropriation for the employment of any civilians.

Commander McCAIN. We have the statute, but we have no money.

Admiral WASHINGTON. When we did that, it was rather unsatisfactory. The crews were composed largely of Greeks and Spaniards. The present law requires that every member of the auxiliary force shall be a member of the Naval Reserve. Before the breaking out of the war in some instances some of the men in the crews composed of foreigners gave considerable trouble. They had no national spirit, so far as the United States is concerned, and under the shipping laws under which they were shipped and controlled they simply struck at times, you might say, and they practically had their own way, for no proper and adequate punishment could be meted out to merchant sailors.

Mr. KELLEY. So you are really asking for an authorization for about 6,000 officers?

Admiral WASHINGTON. Yes, sir. Those have already been appropriated for, so far as the pay is concerned.

Mr. KELLEY. We included that in the appropriations in the bill as it passed the House.

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. Under section 1 will you increase the number of officers you now have if you enlist to the full number authorized by section 1?

Admiral WASHINGTON. No. The number of officers may not under any circumstances exceed 6,000 during the fiscal year. I would see to it that the appropriation was in no way infringed on and that we are well within the limits.

Mr. OLIVER. I do not think it is the disposition of the committee to place that kind of a limitation on you. I think the committee would be very glad to see you enlist the full strength authorized, if you need them. I think it would be a mistake now to impliedly say to you that we do not want you to encourage enlistments because we are afraid we might have to appropriate more money. We do not want to leave that impression.

Admiral WASHINGTON. We can not foresee what is going to happen. If we do not keep up a Navy and a trained Navy, we do not know what will occur to us within the next 12 months. We are limited now to the 120,000 men.

Mr. OLIVER. I am sure we would not want you to feel that the amount we have appropriated would be a limitation on your efforts to secure more men for the Navy.

Admiral WASHINGTON. But I feel if the emergency should arise, and if it came to the point where we needed to have a sufficient amount of money for 160,000 or 180,000 men to meet the requirements, we would get it from Congress. But under the present bill the number can not exceed 120,000 on the average for the year.

Mr. PADGETT. As a matter of fact it looks like you will be below the number of 120,000 well into the next fiscal year.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. So that will allow you at least during the latter part of the year to run above the 120,000?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. This is the reply of the Admiral which I thought, if not explained, might perhaps be misunderstood. In reply to a question by Mr. Kelley or the Chairman, Admiral Washington stated he would see to it that the amount appropriated was sufficient. It is not the desire of the committee that the Admiral shall see to it that the amount is sufficient, if he finds he can get the men for the Navy that we have authorized, and I do not think that either Mr. Kelley or Mr. Butler wishes to be understood as saying that your effort, Admiral, to secure men for the Navy must always take into account the amount or the appropriation carried in the bill.

Admiral WASHINGTON. But I could not under the law run up a deficiency in the pay of the Navy.

Mr. OLIVER. You could, because we have simply arbitrarily appropriated for 120,000 men. You have the authority to enlist up to the number of 137,000. But we did not, by appropriating for 120,000 men undertake to direct that you should only endeavor to secure that number of enlisted men. But from what you said I rather

Why? Why should they not be a part of the 5,499? WASHINGTON. They are not fighting men, and we ought mix the fighting men with the civilians who have no connection with the Navy except as temporary employees. It is bad for the Navy.

PADGETT. If we are going to put them in promiscuously from there is no use in continuing to maintain the Naval Academy at Annapolis.

BUTLER. The House made an appropriation of \$12,000,000 for the Naval Reserve. Can not we use some of that money for the men entitled under this provision?

WASHINGTON. That is for the retainer pay.

BUTLER. Could we not change it and not have so many men in the reserve, and then if you get up to 120,000 regulars there may be money in the bill you could use to train some of these men above the 120,000. I do not use part of the \$12,000,000.

Admiral WASHINGTON. I do not know. The number of men in extent, but it would be a question of the number of officers who are going to draw the money. It depends on the number of the records and confirming them to the standard, and I presume of the \$12,000,000. That is a question for the Bureau of Naval Affairs and Accounts to figure on. We must go on the qualifications, and they will get a good deal of the \$12,000,000 for the use of it in paying the reserves when on active duty.

Mr. BUTLER. As I understand it, the Padgett amendment in reference to this matter means this: The young men who are willing to take their training would be entitled to receive the retainer pay?

Admiral WASHINGTON. There would be some money available there, but it is a very uncertain quantity because the big majority of the reserves have done their training through this enrollment. Going back for a period of four years, which does not end until next April, because most of them came in about July, 1917. They began to enroll in April, but the largest numbers came in in July, August and September. So their enrollment will not expire for a full 12 months, and they have already done the required amount of service under the law and therefore they are entitled to retainer pay, even if they do not do any more active service.

Mr. BUTLER. A young man in the reserve who has received his retainer pay may retire from the reserve, provided he pays it back?

Admiral WASHINGTON. He has no refund to make.

Mr. BUTLER. I thought we required him to pay back. Is it entirely within the province of the department?

Admiral WASHINGTON. The Regular Navy are required to pay back but not the reserves.

Mr. BUTLER. There has been some talk about bringing the reserve in for training this year. The training part of it is entirely voluntary with the reserves, of course. Can you give us any statement as to how many of these reserves have signified a willingness to return for training, or have you gone that far?

Admiral WASHINGTON. Under the law we can not call them before 1st of July, so we can not get a very clear idea until after that as how many are coming, but the indications are that more are coming than we can handle in the number of ships available.

Mr. BUTLER. If they come back and take their training, of course they are still in the reserves?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Then wherein will be the necessity for this provision?

Admiral WASHINGTON. Their training is only for three weeks, which is a very short time. That is of no real service to us, except to keep up their interest.

Mr. BUTLER. Then the only difference is in the length of training?

Admiral WASHINGTON. That is all.

Mr. BUTLER. I thought we adopted the Padgett provision with the idea that it would enable you to train these men and pay them regularly for 12 months or 18 months.

Mr. PADGETT. That is the purpose of this; the real purpose of section 1 is to supplement the enlistments?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Let me put it this way. If the Padgett reserve act contained a provision that you might bring these men back for a year—

Admiral WASHINGTON (interposing). Not necessarily back. These would be all new men, new enrollments.

Mr. BUTLER. But if there had been a provision in that act providing for the training of these men for 1 year or 18 months, there would have been no necessity for this?

Admiral WASHINGTON. No, sir; if the previous act had authorized, it would not be necessary.

Mr. BUTLER. What does this mean: "*Provided further, That temporary appointments may be continued or hereafter made, in the discretion of the President, not to exceed the number allowed in any line or rank based upon the total authorized commissioned strength of the line or any staff corps*"?

Admiral WASHINGTON. We make a distribution every 12 months of the line of the Navy into the various ranks and grades, the staff being distributed on their proportion in the line. If the distribution to be made

the different grades according to certain percentages. If we use the word "actual," then the number in each grade is one number, and if you use the word "authorized" it is the other number.

Mr. PADGETT. This is to allow them to retain those they have in the service at the present time, although it may be larger than what the actual number would be if—

Mr. BUTLER (interposing). I thought it changed the law.

Mr. PADGETT. No; it puts it on the authorized number in the line, which would be 4 per cent. In the line, among the Regulars, they have not got the authorized number, they have only about 2,850. So in the distribution of that it would be distributed so that there would be 25 admirals, permanent, 100 captains, and 175 commanders. But if I understand it correctly, with the word "authorized" in there they would be entitled to keep the men in that they have, although the total number may run down.

Admiral WASHINGTON. It would maintain the officer strength at normal all the while.

Mr. KRAUS. You mean the officer strength, or the ratings?

Admiral WASHINGTON. The officers' ratings.

Mr. KRAUS. When did this policy of making temporary appointments first come into vogue?

Admiral WASHINGTON. At the beginning of the war.

Mr. KRAUS. You are seeking here to continue war legislation, are you not?

Admiral WASHINGTON. War legislation to the extent—

Mr. KRAUS (interposing). And war positions.

Admiral WASHINGTON. War positions to the extent of continuing them within the allowed percentage, 4 per cent of 137,485.

Mr. KRAUS. Suppose we omit the language commencing with the word "that," in line 5 on page 3, and ending with the word "corps" on line 9 of the same page. Then the legislation will be the same as before the war, so far as the fixed strength is concerned, if you are going back to prewar conditions.

Commander McCAIN. No. If the present law is discontinued, if you mean that on July 1 you will take the combined forces and distribute the combined forces in the various ranks and grades, that will cause a reduction in the present rank, because on last July 1 the line and staff corps were fixed according to the permanent authorized strength. In the line we distributed last year on a basis of 5,494 officers. This year we will have only 5,300 in the combined force. That will mean a reduction in the various ranks and grades based on the difference between 5,499 and 5,300, a difference of 1,169 over last July, and they have been reduced to 800.

Mr. KRAUS. Let us say we made a reduction of a limited number of individuals. Without this provision you will have a much greater number of reductions; is that not true?

Commander McCAIN. Without that provision you will lose our rear admiral in the Medical Corps, 11 captains in the Medical Corps and 20 commanders. They will have to go back.

Mr. KRAUS. And in the other corps?

Commander McCAIN. In the line, 5 captains, 6 commanders, 30 lieutenant commanders, and 24 lieutenants.

Mr. KRAUS. They would have to go back to their peace grades?

Commander McCain. One grade. In the Supply Corps you would have 1 commander; in the Engineers 1 captain and 2 commanders. That clause is for the benefit of those officers.

Admiral WASHINGTON. It would have a little worse effect, because it is not continued there would be more resignations, and that would be very seriously the Staff Corps. The Medical Corps is in a regrettable state.

Mr. BUTLER. I am thinking that perhaps this pay bill may contain the provision where the men have temporary grades and retain them, and it may be affected by that. They are anticipating that the men would all go back to their peace time grade. That being the case, they ought to have additional compensation. This will keep them in the temporary grades.

Admiral WASHINGTON. We need them in the present ranks. It would not be a wise provision for the Navy to drop back. The demand now for officers of high rank is growing more and more all the while.

Mr. BUTLER. Is that not true of the Army, too?

Admiral WASHINGTON. The Army is not affected by it, as we are. The question of rank is a much greater matter with the Navy because we are thrown in contact with officers of other nations, and so the American naval officer, unless his rank is sufficiently high is always subordinate to the foreigner. There have been cases in the past where our officers have even been junior to officers in the Haitian Army. If some minor nation has a senior officer you can not expect him to willingly subordinate his rank to accommodate us, even when the force present may be the greater in the combined or joint operations.

Mr. BUTLER. I am not disputing your argument. I am only questioning about your conclusions and about the result. This will hold several officers in the grades they occupied during war time.

Mr. PADGETT. Temporarily.

Mr. BUTLER. Temporary officers. I am not including those officers who have been advanced during the war period. The temporary appointments may be continued, it does not say for how long, or they may be hereafter made. This will enable the President of the

Mr. BUTLER. We have a number of these men in the temporary service who have done extremely well. Why is it not possible to commission those men regularly? They were taken in largely from civil life. Why not have them regularly commissioned, and they can be assigned to such duties as you referred to before?

Admiral WASHINGTON. We have a provision to that effect in here now.

Mr. PADGETT. We reported out a provision for 200 lieutenants, 200 junior lieutenants, and 300 ensigns to come from the temporaries. They have a provision in here which on the face of it provides for 1,200.

Admiral WASHINGTON. It runs up to 1,436.

Mr. PADGETT. I have never been enthusiastic on the proposition to bring in great numbers of men from civil life into the regular commissioned naval force, because it is against my idea of the qualifications of an all-around, fully qualified naval officer. I would rather see these men fill up the grades where they held them under temporary commissions than to move them up by putting in this material at the bottom.

Admiral WASHINGTON. They will not be. If there is nothing held out for them they will not stay. They are sending in their resignations very frequently. There are 90 resignations now being held up, and as we accept these resignations and let them go there will be many more. The men in the flying corps are pretty thoroughly dissatisfied with the outlook for them. They do not know what is going to happen to them.

(Thereupon the subcommittee adjourned.)

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Tuesday, April 13, 1920.

The subcommittee on personnel, this day met pursuant to call. Hon. Patrick H. Kelley (chairman) presiding.

**Statement of REAR ADMIRAL THOMAS WASHINGTON, Chief,  
Bureau of Navigation.**

Mr. KELLEY. Admiral Washington, let us take up section 2 of the draft, and we will be glad to have you make a short statement, covering exactly what section 2 does?

Admiral WASHINGTON. Yes, sir. Section 2 provides for the transfer to the permanent Navy of 700 commissioned officers of the line from reserve and temporary sources and for the transfer under the terms of the legislation which follows this paragraph of 500 from the naval Reserve Flying Corps within a period of three years; that is, they are allowed a period of three years in which to qualify for line duties.

Mr. KELLEY. It is your purpose, Admiral, to transfer into the permanent Navy 1,200 from these sources?

Admiral WASHINGTON. That is what we have asked for, sir, but it is not probable that that number will be obtained.

Mr. PADGETT. What would be the total?

Admiral WASHINGTON. We are endeavoring to get 1,200. We need that many now; we need more. In putting it at 1,200 that is a little less than the number actually needed.

Mr. KRAUS. This language would allow 1,700. It reads, "1,200 commissioned officers in the line, of which number 500 may be pointed from the Naval Flying Corps." The 1,200 may not include the 500?

Admiral WASHINGTON. The idea of the words "may be" was that I might not be able to get them all from the Flying Corps and that I might take them from the Flying Corps and from other sources, but it was not the intention to exceed 1,200.

Mr. KRAUS. I notice that you use in line 18 the language, "not above that held by them on the date of transfer?"

Admiral WASHINGTON. Yes, sir.

Mr. KRAUS. The transfer, of course, will not be before the passage of this act?

Admiral WASHINGTON. No, sir.

Mr. KRAUS. And it may be also delayed for some reason and in meantime the man may get advanced rank in the reserve, and you propose to give the advance?

Admiral WASHINGTON. Not above the grade of lieutenant. This provision provides that none shall be taken in above the grade of lieutenant. If this date of transfer should be, say, next December, if the officer came up from junior lieutenant and was promoted lieutenant, along with his running mate in the line and was transferred at that time, then he would come in the permanent Navy as lieutenant and not in the grade he held upon the date of the passage of the act.

Mr. KRAUS. You are injecting a body of men into the commissioned personnel who have not had the complete and broad training which is afforded at the academy, in the measure, on the theory as a reward for service during the war. Why should not this be a fixed date, the date of the armistice, for instance?

Admiral WASHINGTON. Some few have been appointed since then. I do not know how that would work. I have not looked into it. It would hardly be fair, I think, to go back practically two years. An officer has a running mate all along, and it would hardly be fair to say, "If you want to come into the Regular Navy you will have to drop back one grade in order to come in." Because many

have at present from the Regular Navy about 48 or 49 flying officers; that is all.

Naval Academy graduates when they left the Academy during the war were put on stations and duties where their services were much more needed than in the flying corps, and so we became totally dependent on the reserve for the flying corps personnel. Unless we can bring into the regular Navy these 500 we are really not going to have any flying corps to speak of. The Naval Academy will not allow us to fill up a flying corps in addition to the great number that we must have for the great shortage existing in the line for quite a number of years, I should put it at least at 10 years, before we can really see that our line demands will be met.

MR. PADGETT. I notice, Admiral, that you have taken these men, the 500, from the flying corps into the regular line of the Navy. How would it do to establish a flying corps and not have them as a part of the line in the Navy, somewhat in the nature that we have the medical corps. We have the Engineer Corps, we have the Construction Corps, and we have the others, why not create a flying corps and have the ranks within the flying corps and allow them an earlier date of retirement, because the men will not be kept in the flying corps until they are 64 years of age. We realize that the law now prohibits them from flying, the law limits the rank to lieutenant commander, someone said commander, but I have not been able to find the amendment above lieutenant commander, but you take a man in the flying corps—500 of them, and put them into the line—and he has just been qualified in flying, and yet he constitutes an integral number in the line of the Navy, and yet in a little while he will become too old or too stiffened up to fly, and yet he is in line of the Navy, as an incompetent, and is not a well-rounded, full-fledged naval man?

ADMIRAL WASHINGTON. I hardly agree with you that he would be incompetent and also probably not full-fledged, because in the course of a few years any of these young men, particularly where they are graduates of colleges like Cornell, or Harvard, or Ann Arbor, or Yale, have all the groundwork necessary to become a good naval officer. We have many in the service who came from civil life, and they are as good or have the intelligence to make as good as the others. They require only experience.

MR. PADGETT. If that is the sound basis, what is the argument for maintaining the academy at Annapolis at an expense of millions of dollars to graduate the boys down there? If you can "chug" in lumps of 500 and 1,500 at a time, take them from those other colleges, why not let them educate themselves and then bring them in and save that expense at Annapolis? I am a great believer in the well-rounded-out man from Annapolis.

ADMIRAL WASHINGTON. Permit me to say this, that this three-year course would be like a postgraduate course. After a man has graduated from Harvard or Yale, the best way that he can qualify for any type or class of war, as for instance, civil engineering, after he leaves the college, is to give him a postgraduate course in the regular profession that he is to take up.

MR. PADGETT. The civil engineers do not come from Annapolis.

ADMIRAL WASHINGTON. I am not speaking of the civil engineers in the Navy, but in civil life. For instance, my son after he graduates

from Cornell, I expect to give a postgraduate course at the Boston Tech to fit him for his life work. These young men have graduated from Cornell or Harvard or Yale, or elsewhere, let us say, and we give them the three-year course to qualify as flyers, and as line officers.

Mr. PADGETT. I understand. You take him in as an ensign in the flying corps from Cornell. He has a collegiate or university education, and you have him as a flying man, but does that qualify him for navigation service?

Admiral WASHINGTON. Why, Mr. Padgett, those 500 men we can say all of them almost are already qualified flyers. We retain their services as qualified flyers, and, at the same time, while having them as flyers we will give them the next three to devote to the study of the duties of line officers on board ship, which they will pick up satisfactorily. They have already qualified for flying, but we want to hold them as flyers while they are qualifying for line officers also.

Mr. PADGETT. That is just flyers in reserve?

Admiral WASHINGTON. They become junior lieutenants and lieutenants. They will still be capable and well qualified flyers for several years, we will say, for 8 or 10 years, by which time the Naval Academy output will materially help out, and they will be replaced by these graduates, and then continue for line duties mostly.

Mr. PADGETT. But, as a matter of fact, you are not using them as flyers?

Admiral WASHINGTON. Oh, excuse me; we are using them as flyers.

Mr. PADGETT. Then, if you use them as flyers they won't be qualified in navigating ships?

Admiral WASHINGTON. I think you have a wrong idea there. If you go back to 1899, when we amalgamated the engineers with the line, those engineers had been qualified engineers prior to that date. Then they were put on deck duty and made line officers and qualified by examination as line officers in three years, in addition to being engineers. And that is, I believe, one of the best bills ever passed, amalgamating the line officers with the engineers. We propose to handle these 500 flying men in the same way.

Mr. PADGETT. A good many of them did and a good many of them did not.

Admiral WASHINGTON. The British Navy just recently officially notified its service that their flyers would not be removed from the line; that after they had been in the flying corps on flying duty for a while, they would return to their regular duties as line officers aboard ship. And they have had much more experience than we have had on this question.

Mr. PADGETT. You say "return." Were they line officers before they went into the flying corps?

Admiral WASHINGTON. They were line officers before they went into the flying corps.

Mr. PADGETT. These fellows were not line officers before they went into the flying corps.

Admiral WASHINGTON. We have not had sufficient line officers to draw from to make our flying corps. We have had to take them from civil life. The Navy to-day is really in a worse condition in its personnel problem than ever before in its history. It is to meet and overcome this serious and pressing condition that I am asking for the transfer of these temporary officers to the permanent Navy.

**Mr. PADGETT.** I understand that. What I am speaking about is this, that you are taking these men from civil life. They are not line officers and not qualified for line officers, and you are taking them in as flyers. Now, then, they serve 8 or 10 years or 12 years as flyers, and then they are turned into line officers.

**Admiral WASHINGTON.** No, sir. We turn them into line officers after three years, provided they qualify.

**Mr. PADGETT.** Then, if they only serve three years, where are you going to fill up the vacancies of those fellows? You will come back and want more flyers from civil life.

**Admiral WASHINGTON.** On exactly the same principle and reason, that every engineer is a line officer, every one of those flyers will be also a line officer; but not every line officer will be a flyer. Five hundred is a small percentage. It is about 9 per cent of the total number of officers, and when you take out the discharges and resignations, the disabilities, and so on, the number will probably be reduced to 6 per cent or even less than that. It is a very small number.

**Mr. PADGETT.** I understand that. But what I am looking forward to, you are getting a group of 500 civilians that came in as flyers and 900 others that came in from civil life that became line officers, and there is a great bunch right in there; when they go to move up a few years from now, and the board of selection comes along and selects for promotion, if they select captains to go to commanders and admirals from this line there is going to be a hurrah in the Navy, and if they do not select them from that source there is going to be a hurrah in the Navy. I am looking ahead.

**Admiral WASHINGTON.** I rather differ with you, Mr. Padgett. It has not been my experience that the board of selection passes over officers when they have qualified in both grades of duty. The board has passed over some few who have not qualified in both line and engineering duties, but the board has not done it where they have qualified, and if you will take the Navy list and look it up I think you will find the facts controvert what your belief appears to be.

**Mr. PADGETT.** These engineers were officers; they were in the Navy; they were associated on the ship and in the atmosphere; but the fellow-----

**Mr. KRAUS.** They have never had this great big amount of 500 brought in.

**Admiral WASHINGTON.** It was probably larger than 500 when we amalgamated the engineers.

**Mr. BUTLER.** I understood you to say you thoroughly indorse the amalgamation act of 1898?

**Admiral WASHINGTON.** Yes, sir.

**Mr. BUTLER.** Is it not a fact, however, that men are assigned largely by reason of their peculiar adaptability or qualifications? In short, do you not assign a line officer for engineering duties if he has shown preeminent qualifications for those duties?

**Admiral WASHINGTON.** Mr. Butler, probably you would be surprised to know the number of officers that write in and say they have had enough of this type of duty now and to please give them the other. And we do it whenever practicable. We do it right along. Right now, of the present class, for instance, which graduates from the War College, there are four of them, as I recall it—certainly three, who have just written to me that they do no—

re to be assigned to the same type and class of duty they have having before. I had selected them to continue their present of work and notified them that the billets were available and would be assigned to them if they cared to have them. They to me and said no. They did not wish to continuously follow particular branch and to bar themselves out from the other. It will be done; not one of those officers will be assigned to continue his present particular class of duty.

Mr. BUTLER. I recall the names of a number of those men who were assigned to the Engineers away back, prior to 1898, and we thought that men who were particularly qualified, men who liked the engineering duty, would naturally continue such service.

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. We thought then, while we would not have an engineering corps, that they would all be line officers, certain men were particularly qualified to perform engineering duties would be them and naturally would be assigned to those duties.

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. I have always had it in my mind that while the officer is required to qualify for line duty, you see, we at that time anticipated that he might have some difficulty provided he was kept at engineering duty.

Admiral WASHINGTON. There were certain of them, if you recall, but the law limited to the performance of engineering duty. The law requires that they be assigned to engineering duty on shore.

There was a limitation placed on their duty which we had to comply with. Then there were others, all graduates of the Naval Academy below a certain class, that were allowed a choice of either line or engineering, but there were many others who had to come to the line solely under the law. Now a number of officers have been since to follow the engineering branch of the profession exclusively, by a later law allowing selection of a few from the line to this. Some of those officers have gone into the engineering under more recent law and have shore duty only and we only assign them to engineering work.

Mr. BUTLER. Then I understand it to be the policy of the Bureau

your wish it should be done or your views that it should be done or you would in any way contrive it should be done.

Admiral WASHINGTON. Yes.

Mr. BUTLER. But that the necessities of the service would require so many of those men to remain in the flying corps, because you are short of officers and their opportunity for promotion might be interfered with.

Admiral WASHINGTON. If they were assigned to the flying corps, of course, Congress would have to pass laws governing it, because we have no flying corps to-day and whatever is considered in connection with that corps will have to be new. I personally think it would be a rather unfortunate move to establish a new corps. I do not think we need it in the Navy. The more corps, the more divided authority, and more diversified the duties, the more difficult a proposition it is to handle. I think the general feeling is that a man should be an all-around officer rather than a specialist, confined to the performance of but a limited character of duty.

Mr. BUTLER. That is largely what was intended to result in the passage of the amalgamation act in 1898, to get all-around men.

Admiral WASHINGTON. Yes, sir. And while we may wish specialists, men qualified in certain lines, at the same time, I do not believe any man should be able only to follow those particular lines until he is 64 years of age. I do not believe that the Government gets the corresponding amount of good that it would if an officer qualified in several branches rather than one. He then becomes a more generally useful and handier officer.

Mr. PADGETT. I think about three years ago the department recommended and urged very strongly, and the committee recommended, and Congress adopted, the creating of specialists in engineering and provided that their service in engineering should not militate against promotion, and that is the law to-day.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Was not that for the very purpose of having specialists along a particular line that was necessary, where we create and provide for specialists in engineering, and was it not because we felt that engineering was so important and had to be broadened out and comprehended so much more now than it did some years ago, it was necessary in order to maintain the high standards of efficiency in engineering, that there should be men who would devote themselves specially to that line of work?

Admiral WASHINGTON. Mr. Padgett, times have changed and men change with them, and I think this is one of changes——

Mr. PADGETT. It is only about three years since that change was made.

Admiral WASHINGTON. I think we have come to the point where some seem to think that the flying corps, aviation, has taken precedence in importance of everything else. If we go back I can remember in my own career the time when the ram was considered to be the ideal naval weapon. And then came the torpedo to supplant it in temporary importance, and the ram was subordinated to that; and then came the gun. For a while we did not think it was hardly necessary to study anything but ramming tactics, yet any officer knows now that it is one of the most difficult things in the world to hit another vessel with a ram, if the other vessel tries to avoid the blow.

Mr. KRAUS. At one time was it proposed there should be a submarine corps and a torpedo corps?

Admiral WASHINGTON. Everything seems to have its day with some people. And there are people who will foster those things. I hate to see serious consideration given to those things and I might tell you, Mr. Padgett, I believe in some respects we made a mistake in signing as many officers as we have to engineering duty only and I feel that the older engineers are coming to that view. I have reason to believe lately they are growing to take that view and, instead of being 80 or 60, if we had 20 or 30, we would be better off, or at least just as well off.

Commander McCAIN. Just enough for design work.

Admiral WASHINGTON. We do not want very many. The moment we make officers specialists, they are shore people. We do not want many shore people in the Navy; we want people who go to sea, and do not believe it is the part of wisdom for the Government to carry on until the retiring age a shore branch and call them actual members of the naval service. And if I had full swing in it, I would gradually get away with nonseagoing branches, just as was done away with the professors of mathematics, namely, by not appointing more. They are not qualified seagoing naval officers. The naval officer should be a competent man in many respects, and should be a man capable of performing his duty at sea—that is the test of a naval officer and constitutes what is efficiency in the Navy.

Mr. BUTLER. We used to say we had to have men with two web feet for sailor men.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. It was the line of the Navy that was arguing with three years ago to allow men to specialize in engineering and to provide that it should not militate against their promotion for service in the line.

Admiral WASHINGTON. Mr. Padgett, you remember when that law was passed it was a very serious step and the people did not think it was going to work out. Engineering is a profession in itself, and we have found the average naval officer can become just as competent and useful an engineer as other officers who devote their

Mr. BUTLER. We have a number of these men in the temporary service who have done extremely well. Why is it not possible to commission those men regularly? They were taken in largely from civil life. Why not have them regularly commissioned, and they can be assigned to such duties as you referred to before?

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(Thereupon the subcommittee adjourned.)

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Mr. KELLEY. Admiral Washington, let us take up section 2 of the draft, and we will be glad to have you make a short statement, covering exactly what section 2 does?

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Admiral WASHINGTON. That is what we have asked for, sir, but it is not probable that that number will be obtained.

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Mr. KRAUS. This language would allow 1,700. It reads, "1,200 commissioned officers in the line, of which number 500 may be appointed from the Naval Flying Corps." The 1,200 may not include the 500?

Admiral WASHINGTON. The idea of the words "may be" was that we might not be able to get them all from the Flying Corps and that we might take them from the Flying Corps and from other sources, but it was not the intention to exceed 1,200.

Mr. KRAUS. I notice that you use in line 18 the language, "Not above that held by them on the date of transfer?"

Admiral WASHINGTON. Yes, sir.

Mr. KRAUS. The transfer, of course, will not be before the passage of this act?

Admiral WASHINGTON. No, sir.

Mr. KRAUS. And it may be also delayed for some reason and in the meantime the man may get advanced rank in the reserve, and will you propose to give the advance?

Admiral WASHINGTON. Not above the grade of lieutenant. This provision provides that none shall be taken in above the grade of lieutenant. If this date of transfer should be, say, next December, and if the officer came up from junior lieutenant and was promoted to lieutenant, along with his running mate in the line and was transferred at that time, then he would come in the permanent Navy as lieutenant and not in the grade he held upon the date of the passage of the act.

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Admiral WASHINGTON. Some few have been appointed since then. I do not know how that would work. I have not looked into it. It would hardly be fair, I think, to go back practically two years. Each officer has a running mate all along, and it would hardly be fair to say, "If you want to come into the Regular Navy you will have to drop back one grade in order to come in." Because many

Mr. KELLEY. Why can not you stop with the word "law" in line 23 and have everything you want?

Commander McCAIN. Under the law now, you have to take men in the Medical Corps or Pay Corps as ensigns and junior lieutenants, respectively. This will allow men to come in with the rank they now hold.

Mr. KELLEY. "Except that the Medical and Supply Corps shall be entitled to such additional numbers as are necessary to make up the full quota of officers in those corps, as now authorized by law."

Commander McCAIN. That is referring to the number as now authorized by law.

Mr. KELLEY. This paragraph treats of numbers; that is all we are purporting to cover, the numbers you can take. We are not changing any other thing.

Commander McCAIN. There is no restriction, except of the authorized number, of people that can go into the Medical Corps and the Pay Corps; but they must come in as junior lieutenants in the Medical Corps and as ensigns in the Pay Corps.

Mr. VENABLE. This language does not change that?

Commander McCAIN. No, sir; this language does not change that.

Mr. VENABLE. Then how would you be permitted to get in people of different rank?

Commander McCAIN. It authorizes them to come in with their present rank.

Mr. KELLEY. This exception is really no exception at all, is it?

Mr. VENABLE. What you are talking about comes in under the proviso—provided, that officers so appointed shall take rank in accordance with their precedence while holding temporary rank. That is what you have reference to?

Commander McCAIN. Yes, sir.

Mr. KELLEY. What I am speaking of is the exception in line 23. You say except as now authorized by law. Then you say "except that the Medical and Supply Corps shall be entitled to such additional numbers as are necessary to make up the full quota of officers in those corps, as now authorized by law."

Mr. VENABLE. To complete the sense of that would not you require "such additional numbers, taken from the temporary personnel?"

Commander McCAIN. It is all right the way it stands. If you did not have the exception in there, Mr. Kelley, the Pay Corps would be restricted to 12 per cent of 1,200. With the authorized transfer of 1,200 they would be restricted; in other words, to 72 officers from the temporary and reserve and they could not come in with their present rank.

Mr. KELLEY. I thought you said the officers in the Supply Corps were based upon the personnel of the Navy, the authorized number of officers, 5,499?

Commander McCAIN. It is, sir.

Mr. PADGETT. Now, I want to take issue with you on your construction of the act of 1916. It says "the total authorized number of commissioned officers of the active list of the following Staff Corps shall be based on percentages of the total number of commissioned officers of the active list of the line of the Navy, as follows." It does not say of the total number authorized commissioned officers.

Commander McCAIN. It has been so construed.

from Cornell, I expect to give a postgraduate course at the Boston Tech to fit him for his life work. These young men have graduated from Cornell or Harvard or Yale, or elsewhere, let us say, and we give them the three-year course to qualify as flyers, and as line officers.

Mr. PADGETT. I understand. You take him in as an ensign in the flying corps from Cornell. He has a collegiate or university education, and you have him as a flying man, but does that qualify him for navigation service?

Admiral WASHINGTON. Why, Mr. Padgett, those 500 men we can say all of them almost are already qualified flyers. We retain their services as qualified flyers, and, at the same time, while having them as flyers we will give them the next three to devote to the study of the duties of line officers on board ship, which they will pick up satisfactorily. They have already qualified for flying, but we want to hold them as flyers while they are qualifying for line officers also.

Mr. PADGETT. That is just flyers in reserve?

Admiral WASHINGTON. They become junior lieutenants and lieutenants. They will still be capable and well qualified flyers for several years, we will say, for 8 or 10 years, by which time the Naval Academy output will materially help out, and they will be replaced by these graduates, and then continue for line duties mostly.

Mr. PADGETT. But, as a matter of fact, you are not using them as flyers?

Admiral WASHINGTON. Oh, excuse me; we are using them as flyers.

Mr. PADGETT. Then, if you use them as flyers they won't be qualified in navigating ships?

Admiral WASHINGTON. I think you have a wrong idea there. If you go back to 1899, when we amalgamated the engineers with the line, those engineers had been qualified engineers prior to that date. Then they were put on deck duty and made line officers and qualified by examination as line officers in three years, in addition to being engineers. And that is, I believe, one of the best bills ever passed, amalgamating the line officers with the engineers. We propose to handle these 500 flying men in the same way.

Mr. PADGETT. A good many of them did and a good many of them did not.

Admiral WASHINGTON. The British Navy just recently officially

Mr. KELLEY. You are limiting the number of the Pay Corps and in the Medical Corps to a certain percentage of this 1,200 you are taking in, while you are asserting the law is they are entitled to a certain percentage of the entire 5,499.

Commander McCAIN. They are entitled to that—12 per cent of 5,499.

Mr. PADGETT. Not as the law is written.

Mr. KELLEY. What I am not clear about is—I think that the commander has both propositions in his mind—the language in the bill is taking the position Mr. Padgett takes and, with the language out, it would be accomplished just as you say the law stands.

Commander McCAIN. The two really have no relation. This is merely the percentage that is applied. We take in 1,200 people there, a certain force in the line. We want to help the corps proportionately. It has no relation to the basic staff corps. We merely wish to help ourselves in the same proportion we help them, by giving them the authorized percentage of that number, so that they can transfer them with their present grades and ranks.

Mr. BUTLER. This is to induce the doctors to come in with the same rank which they held temporary during the war. I understand the purpose of the inclusion of this language is to offer an inducement to these young men who have been in the service temporarily as medical officers to come in, because they will get better ranks than they would get under the general law?

Commander McCAIN. That is it.

Mr. PADGETT. I see the necessity of it. A doctor out in civil life, a young fellow, he won't give up and come in unless he has certain inducements.

Mr. BUTLER. He will get \$1,800 a year practicing medicine with a chance to increase his practice, and if we afford an opportunity to take them in at an increased grade, they can give them more money and thereby offer them an inducement to come in.

Mr. PADGETT. That is what I said. Now, how does that apply to the supply corps, if they got the extra number of men? In other words, the officers in the Supply Corps are to supply the Navy, as we have it. And, if we have not got the men to be supplied, what is the necessity of their anticipating a larger number of men than what is needed to supply the Navy as it actually exists?

Admiral WASHINGTON. Unless we take them in permanently, Mr. Padgett, they will be short of the number that they need. Many of them now are temporary and, therefore, we are able to get along and we do not need them as long as we retain those temporaries. But the law says six months after the declaration of peace the temporaries all go, and then the Supply Corps will be down to a big shortage.

Mr. PADGETT. I understand; but they have the full number of permanents that are authorized.

Admiral WASHINGTON. No, sir; a great many of those have resigned and more are resigning.

Mr. KRAUS. You provide for temporary appointments in the preceding paragraphs?

Admiral WASHINGTON. But that law is not yet passed.

Mr. KELLEY. But it is all one act. If you had section 1, would you need this extra authorization in section 2, if you can continue the temporary appointments in the Medical Corps or the Supply Corps?

iral WASHINGTON. We can get along without it. But it has  
ect: it continues for another year the present unfortunate un-  
ty of the status of those officers.

KELLEY. And your argument is you are losing the best ones?

iral WASHINGTON. We are losing the best ones all the while.  
pply Corps has gone down from about 2,200 to 360, and there  
umber of them still going out. There is not a large number of  
en who will stay with this uncertainty hanging over them.

KELLEY. What you authorize is 1,200 to be taken into the line  
hese various sources and a proportionate number from the  
staffs.

iral WASHINGTON. Yes, sir.

KELLEY. But in the Medical and Supply Corps you take off  
mitation and allow them to fill up to the full limit under the  
g law, regardless of how many that might be?

iral WASHINGTON. Yes, sir.

KELLEY. How many would be taken in for the Staff Corps  
ether?

iral WASHINGTON. It would be smaller by far than the allowed  
lage, because I do not consider it possible to fill up anywhere  
e number that the percentage will allow them to do.

KELLEY. How many would it authorize you to take in the

iral WASHINGTON. The percentages allowed there by the law.

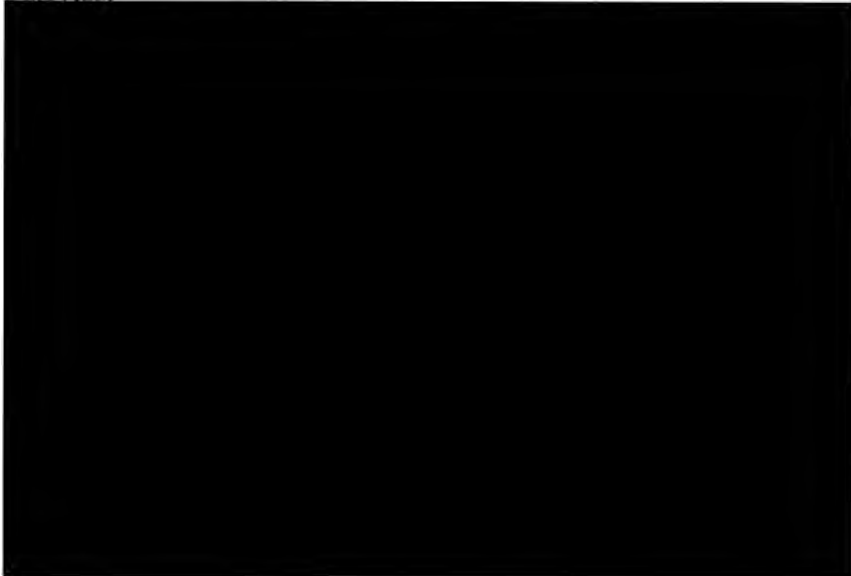
KELLEY. You take off the limitation on the Medical and Supply

iral WASHINGTON. We take off the limitation on the Medical  
pply Corps but we can not exceed the number authorized—  
lance, there are 660 paymasters allowed; we can not exceed

KELLEY. But the law specifies for 1,200 in the line. About  
any will it be in the staff?

iral WASHINGTON. I could not say, sir. The Surgeon General  
ot feel very hopeful of it. He believes, however, it is the best  
on he can get to bring the temporary commissioned doctors

service.



UTLER. Then the question arises, if we have but 100,000 in the Navy, or 120,000 men in the Navy, how many doctors need to attend to that number of men?

Admiral WASHINGTON. But the Marine Corps must be added to you have authorized 27,400 men for the marines. They are added to that. Then, if we put a doctor on each ship, on a ship, we will say, and put two or three of them on the larger ships, it is a very easy matter to cut very considerably into their number.

UTLER. I appreciate that.

Admiral WASHINGTON. And then they must retain a force at all times.

UTLER. How many men was it necessary for a doctor to take at the beginning of the war and how many now?

Admiral WASHINGTON. Mr. Kraus, you can not really figure on that way. For instance, when we are taking an expedition on a small boat, it consists, say, of 5 or 40 men. They go ashore, as they sent them to Malala City yesterday. You have a doctor with you, therefore you need one doctor for a small boat. If you board a battleship we try to carry three or four men, three doctors. In the other cases, what is, for 1,200 to 2,000 men, you have one doctor for every 1,000 men. Now, a gunboat must have at least one doctor, therefore, where a doctor for 800 men is required. A gunboat has a marine detachment of 60 to 75 men, so that we can not say we must have at least one doctor for just so many men and call that the average. We do say, however, there shall be one dentist to every thousand men and a chaplain for every 1,200. They are placed around wherever they are needed. But you can not apply a similar rule to the medical people.

Mr. KRAUS. The facts with reference to my question can be supplied. Whether or not that is the correct way of making your estimate and providing for it according to law that is another question.

Admiral WASHINGTON. Yes.

Mr. KRAUS. The facts can be supplied. This is an illustration of what I have been contending, that when you retain in the Navy unnecessary vessels, it largely adds to your expense and this is one of the details. You are illustrating it right now.

Admiral WASHINGTON. The service in the Navy is so unusual you can not compare it to the Army and you can not compare it to civil life.

Mr. KRAUS. But can the facts be supplied in response to my question?

Admiral WASHINGTON. You can take the number—for instance, Mr. Kraus, say there are 143,000 enlisted men in the Navy and 27,000 marines. There are 170,000 men. Now, if we divide 1,167 into that, we get about 150 men, and that is about what the Surgeon General probably estimates as the proportion of the number—about 1 doctor for 150 men.

Mr. KRAUS. What was the proportion at the beginning of the war?

Admiral WASHINGTON. The same.

Mr. KRAUS. Precisely the same? I do not mean the authorized number, but the actual.

WASHINGTON. The number of medical officers in the service, 1916, was 356 and enlisted men 54,000. The percentage was 0.65 of 1 per cent.

On November 11, 1918, there were 834 medical officers and 216,000 men. The foreign percentages were 0.38 of 1 per cent.

On December 12, 1920, the number of medical officers in the service was 1,000 and the number of enlisted men 100,900, and the percentage was 1 per cent.

Q. Now, let us take the supply officers. What was the percentage strength of the supply officers at the beginning of the 1920's?

WASHINGTON. There were 229 pay officers on August 29, 1916, or 0.42 of 1 per cent.

On November 11, 1918, there were 373 pay officers, or 0.17 of 1 per cent.

On December 12, 1920, the number of pay officers in the service was 400 and the percentage 0.28 of 1 per cent.

Q. I wish you would also put in the present commissioned officers of the Supply Corps and what it will be under this provided you get this authorization.

WASHINGTON. If you will remember, Mr. Kraus, when the act was passed in 1916 they took the number of pay officers, the number of doctors, and the numbers of the other corps and carried the percentages absolutely on what existed in May of that year and carried them along under the new law.

A. Not precisely. We estimated it on the experience of the Army and other navies and what we thought was the required number and we made it smaller than many of the naval people carried.

WASHINGTON. Yes, sir. But the ratios were carried on, right along from what they were in May, 1916. Admiral Clegg, Chief of the Bureau of Navigation, in his hearing, as I stated that he based all those ratios on what existed in 1916.

Q. If we adopt this section, at some time in the future we are going to have an abnormally large retired list all at the same

## AFTER RECESS.

The subcommittee reassembled at 1 o'clock p. m., pursuant to the taking of recess.

Mr. KELLEY. I think we are ready to take up the proviso on section 2. On page 4 the first proviso recites—

That officers so appointed shall take rank in accordance with their precedence while holding temporary rank.

How was their status fixed in the temporary grades, that is to say, in what order were these officers ranked?

Admiral WASHINGTON. Each one has a running mate, under the law that travels along with him.

Mr. KELLEY. But suppose there are a certain number of officers in the Naval Reserve force. How do those get their rank, according to the date of their commission?

Admiral WASHINGTON. The date of their commission; yes, sir, in their respective grades.

Mr. KELLEY. They are on this temporary list in accordance with the date that they receive their commissions?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. When they are taken over into the Regular Navy they come in in the same way?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. How do they get into the permanent line of the Navy? Where are they put?

Admiral WASHINGTON. They would be put in in the same way.

Mr. PADGETT. You do not carry them as extra numbers?

Admiral WASHINGTON. No, sir.

Mr. PADGETT. Would they come below the fellow who is their running mate, or with their running mate right alongside on a parallel line?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. But that is because they are in two services. Now if you put them in as regulars, under the law, and not as extra numbers, he has got to be either above or below his running mates!

Admiral WASHINGTON. He would be below his running mate.

Mr. PADGETT. This does not so specify that he has to be below.

Admiral WASHINGTON. Well, it would be better to make that more definite; yes, sir.

Mr. PADGETT. It occurs to me that it ought to be specified that he comes next below his running mate. You would not want to put him above the man who is in the regular Navy?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. It says here in lines 9, 10, and 11, that they shall be arranged according to their precedence among themselves and commissioned in the permanent service next after the lowest temporary officer.

Mr. PADGETT. That is what I was coming to.

Mr. KELLEY. He qualifies for the next rank?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. I am talking about the regular officers now. The regular officer has a running mate, and he is along with him in the line. Here is the regular line, and here is this temporary line running

here is the temporary officer here, and here is the regular as they run now.

LEY. I did not understand, Mr. Padgett, that these reserve have running mates.

WASHINGTON. The reserve officers have their running mates; the permanent officers do not.

PAGETT. The reserves are a separate organization, and they have running mates? The temporary fellows are in the line and go along. Now, what I want to get here is that these fellows come in from the reserves, come below the fellow that is in the line, and even these might come above an officer who is in the running mate.

WASHINGTON. That is what we wanted to do, sir.

AUS. I think it provides for that, as far as the reserves are concerned.

PAGETT. That is what I want to get here in the record.

CLERK. I want to know whether that is worked out?

WASHINGTON. Yes. There are some of them, though, that are rather difficult to place. There are some few of them in the Flying Corps.

Under McCAIN. While in general, it is true that all reserve officers come in after the temporary officers, for the reason that the reserve officers have had an opportunity to come into the permanent service, and there are those on the list who did not take advantage of that. There is a class of reserve officers to which that does not apply, class 5 of the Reserve Flying Corps people.

They never really had an opportunity to come into the temporary service because they were never given an opportunity to qualify, they had no opportunity to take the three months' training which is a requisite qualification before they could take the commission for ensign in the temporary service. So while all other officers of the reserve force, except class 5, really should go after commissions, to qualify for temporary service, I rather think class 5 should be considered in a different status, and should be allowed to come in next below their running mate.

PAGETT. If a fellow has not been in, why would you give



Admiral WASHINGTON. Two hundred and seventy-two now, and they are going out all the time by resignations.

Mr. PADGETT. But 272 out of that 500 is a good big number of them.

Admiral WASHINGTON. It is not a large proportion, and I doubt, Mr. Padgett, whether we would get that whole number.

Mr. PADGETT. I am talking about what you are providing for. The only thing I am thinking about is this: They have been recommended to us all along, and we have a provision in here that men holding temporary rank shall be below the men with permanent positions, and in here you have limited it to admiral, captain, and commander—in other words, the selection classes—but there have been recommendations pressed before the committee during the war that all temporary commissions should be below all permanent commissions.

Admiral WASHINGTON. Of the same grade?

Mr. PADGETT. Of the same grade. That is what I am speaking about.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. For instance, all temporary commanders would be below all permanent commanders, lieutenant commanders the same, and others. Now, these fellows have not been even in the temporary service. They were in the reserve service. Whether they had an opportunity or did not have an opportunity, the fact is that they are not in the temporary service. Now, should they, considering the question of discipline and morale, be put in ahead of the fellow that was actually in, whether his opportunities were more favorable or not?

Admiral WASHINGTON. Many of those men, or some of them, were in, and we did at one time consider we would not take them in, just as you say, and in the first print of this bill this provision was not contained. Then we thought it over afterwards and concluded it would probably be just as well as not to place that restriction on them. A number of those reserve officers did go to sea. I had, for instance, some of them aboard ship with me, and they performed the same duty identically with the temporary officers. They simply did not transfer into the temporary Navy. They retained their status as reserve officers, but their duty was identical.

Mr. PADGETT. If they were put in on an equality with temporary officers, would not that be all they could ask?

Admiral WASHINGTON. It would seem so; yes, sir.

Mr. PADGETT. In other words, if they are given this absolute equality with the temporary officer, and not given a special privilege over the temporary officer, should they not be satisfied?

Admiral WASHINGTON. They ought to be, yes, sir; but they are not given any special advantage over him. We are trying to make them parallel.

Mr. PADGETT. But you said all the temporary officers would go below the permanent officers?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. All grades and all ranks?

Admiral WASHINGTON. The temporary officers have regular temporary positions, and they would come into the service, if you took them, exactly in the status that they now stand, whatever they are, and whatever that commission may be.

Mr. PADGETT. You are abandoning that contention, then, that was before, that all temporaries in fixed ranks and grades should be the permanent officers?

Admiral WASHINGTON. I do not think, Mr. Padgett, that was except by a very few.

Commander McCAIN. It had only one object in view.

Admiral WASHINGTON. Yes. It never looked to me like it was, sir.

Mr. PADGETT. I know, and I have always fought it, but what I am getting at is that it has been recommended time and time again, the department has written letters. Mr. Roosevelt wrote a very long letter, insisting on it, and I believe he came before the committee. The Secretary himself has written a letter and submitted it.

Admiral WASHINGTON. Well, it never seemed to me like it was really proper, sir.

Mr. PADGETT. I have always felt that if a fellow was good enough to serve during the war with a temporary commission, if he was competent, he was good enough to hold it at the grade he got it.

Admiral WASHINGTON. But these men that you are speaking of, about whom the Secretary wrote, were commanders, captains, rear admirals.

Mr. PADGETT. That is the last provision of it. The first provision to include all of them.

Admiral WASHINGTON. I did not know about the first.

Mr. PADGETT. The first ones that came down even went so far as to say that a graduating class at Annapolis should take precedence over the temporary ensigns who had been serving, and those commissions dated a year before.

Mr. BUTLER. That was not granted, was it?

Admiral WASHINGTON. No.

Mr. PADGETT. No; it is not in there, but that is what was referred to. We did not take it; no.

Commander McCAIN. They did not intend to recommend it in that manner. They merely intended that to apply to selection grades. I did not think about how that would hit the lower grades.

Mr. PADGETT. But they did recommend it, and we declined to

Admiral WASHINGTON. Lieutenants, principally.

Mr. PADGETT. Take from lieutenant down to ensign. Here is a temporary fellow that was in that grade, and here comes in a graduate from the Naval Academy next year that was down below him, and then come in some temporaries, and next year comes a graduation class, but they are sandwiched in between each other? Now, if they become permanent, they will hold their sandwiched position just as they come in, and not be transferred down. Now it is proposed to put the reserves that come in now, that would come in each grade, below both the permanents and the temporaries?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And, as between themselves, according to the date of their commission?

Admiral WASHINGTON. That is right.

Mr. KELLEY. You have sent down some language that differs from this language here printed. Which language do you prefer?

Admiral WASHINGTON. It is the typewritten one on the page there, pasted in on page 4.

Mr. KELLEY (reading as follows): "And members of the Naval Reserve force so appointed shall take rank in accordance with their present relative precedence."

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Where is that?

Mr. KELLEY. On page 4, in lieu of the italics.

Mr. PADGETT. Strike out all of the italics?

Mr. KELLEY. Starting in with line 6, strike out all of the italics and put in this language, "and members of the Naval Reserve force so appointed shall take rank in accordance with their present relative precedence."

Mr. PADGETT. What about the language contained here, "members of the Naval Reserve force of commissioned and warrant ranks found qualified for a given rank," etc.? You leave out all warrant rank?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And you leave out the qualification, "found qualified for a given rank." Should there not be language in there requiring that they shall be determined qualified?

Admiral WASHINGTON. Well, the word "members" includes both of those, commissioned and warrant. The word "members" is more comprehensive. It is a shorter term; "members of the Naval Reserve force" includes both members of the reserve force in commissioned and warrant ranks.

Mr. PADGETT. Should not the language read, "and members of the Naval Reserve force found qualified for a given rank, so appointed, shall take rank in accordance with," etc.? Ought there not be some limiting clause there as to their qualifications?

Admiral WASHINGTON. The board would have to find them qualified before they were appointed. They would not come in unless they were qualified. It can be inserted, if there is any doubt as to the propriety of leaving it out, but I have gone on the supposition, in the transfer of these officers from the reserves to the regular service, that they would all be examined at the end of three years, in accordance with this preceding section where it says, line 17, page 3, "in the permanent grades or ranks in the Navy for which found qualified."

is the opportunity you would have to pass on them, and they do that in the three years.

. BUTLER. That is on the other page?

Admiral WASHINGTON. Yes, sir; in the preceding section.

. PADGETT. Now, you have got a general clause in here, but you do not connect it up with this. It is intended to limit this to lieutenants and below?

Admiral WASHINGTON. Yes, sir.

. PADGETT. That clause is not in here. Would it not be well to insert it?

Commander McCAIN. It is there, sir, toward the end of the next page.

Admiral WASHINGTON. Line 23, on the same page.

Commander McCAIN. Line 23, page 4.

KELLEY. What is the difference in the effect of the language you have submitted from that printed in the bill?

Admiral WASHINGTON. Well, Governor, the real reason of the suggested change here is, first, that it is shorter and simpler, and the governing reason is to retain as many of these flying corps as we can. They have not had the chance, you see, to qualify for a service and come in as temporary officers. They have done full duty throughout the war, and I do not think it would be very fair to say that we should bar them out from having any chance, when they had done all the duty that was required of them and that they could do. The only lacking feature of it is that they were not able to qualify by sea service and come in as temporary lieutenants.

KELLEY. Is that language intended to bring out the idea that Padgett expressed to you, "if found qualified for a given rank"?

Admiral WASHINGTON. That is in the preceding section. That can be inserted, if it will make it really clearer.

Commander McCAIN. It had to be inserted in this first one the second one, because it was necessary to define the arrangement, but not necessary for it to be inserted in this typewritten slip.

. PADGETT. The explanation given by the Admiral was that they do not intend to retain as many as possible of the flying corps who were not

Admiral WASHINGTON. I meant the sea service for the reserve force.

Commander McCAIN. Yes.

Admiral WASHINGTON. That is a matter of Navy Department regulation, I am very sure. It may have been in the 1916 act. I am not positive about that.

Mr. KELLEY. Is there any reason why this language is preferable to the language printed?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. Commander McCain, is there anything more that you think of?

Commander McCAIN. No, sir. The first language says they shall get in after all the temporaries, and the second language says they shall come in in accordance with their precedence. The second wording gives the reserve officers an advantage which they would not have had under the first wording. It makes it more attractive to them. That is the real difference.

Mr. KELLEY. In what way?

Commander McCAIN. Under the first wording, a reserve officer who qualified for the grade of lieutenant would have to come in just below the temporary line officer who qualifies for the same grade. Under the second wording he will come in according to the date of his commission with his running mate.

Mr. PADGETT. In other words, he would come according to his commission and above the temporary officer who was already in but whose commission postdated his?

Commander McCAIN. Well, the date of his commission as lieutenant would govern.

Mr. PADGETT. I say, the reserve officer having a prior dated commission would come in ahead of the temporary officer who had a postdated commission?

Commander McCAIN. Yes, sir; and behind a temporary officer who had a prior dated commission.

Mr. KELLEY. And this last language preserves what you call this sandwiched position of all these officers?

Commander McCAIN. They take rank and precedence according to the way they will take it in the regular service when they pass.

Mr. KELLEY. That is what you speak of as the sandwiched position?

Commander McCAIN. Yes, sir.

Mr. PADGETT. What will be the effect upon the general morale in the Navy of making an exception of these Flying Corps men, as distinguished from all the others who served? Here is a fellow who went out and fought and went through the hardships and risks and dangers in the other part of the service, and he has to come at the bottom and below the temporary men. He comes in from the reserves below the temporary men.

Commander McCAIN. This includes all the reserves.

Mr. PADGETT. I understood the Admiral to say a moment ago that all the reserves were to come below the temporaries, except—

Commander McCAIN. He said that was the first wording suggested, Mr. Padgett.

Mr. PADGETT. Except in the Flying Corps, and that there was a part of the Flying Corps, about 275 estimated, that had a different status, and that he wanted to make provision for them.

Admiral WASHINGTON. Yes, sir.

BRADGETT. I understood that the policy was for the reserves to follow all the temporaries.

Admiral WASHINGTON. That was the idea at first, but then it didn't work exactly right for these other fellows. As I said a little while ago, on board the ship that I commanded during the war I had both temporary and reserve officers, and they did identically the same work. There was no difference. One may have been a temporary officer, and the other a reserve officer.

KRAUS. The new language will avoid the effect upon the public which you think is proving inequitable?

Admiral WASHINGTON. Yes; that is what we are trying to do.

KRAUS. Experience, in your judgment, has proved that it is not inequitable?

Admiral WASHINGTON. Yes, sir.

Senator McCAIN. You see, we drew up that first wording hurriedly. Mr. Kelley, overnight, and did not get a chance to look it over very much.

BUTLER. Admiral Washington, these warrant officers who are now ordered to go under the title of reservists?

Admiral WASHINGTON. Reservists? No, sir; temporary officers.

BUTLER. And members of the Naval Reserve force?

Admiral WASHINGTON. Yes, sir. The next section, section 3, refers to the warrant officers you are speaking of and that I have explained to you.

BUTLER. I am a little confused.

Admiral WASHINGTON. This section 2 has no bearing on warrant officers, except those who become temporary officers.

BUTLER. Then it does include some of the warrant officers, doesn't it?

Admiral WASHINGTON. Quite a number of them may be temporary.



Mr. BUTLER. Then the first opportunity would not be given to them?

Admiral WASHINGTON. I do not see, Mr. Butler, exactly what you mean by the first opportunity.

Mr. STEPHENS. Is it not according to the length of service? If they had served longer than other temporary officers, their—

Admiral WASHINGTON. Then their commission would antedate the others.

Mr. STEPHENS. They would be preferred?

Admiral WASHINGTON. They would be preferred; certainly.

Mr. BUTLER. Some of these chief warrant and warrant officers of the permanent Navy now hold temporary commissions?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. They may want to be regularly commissioned.

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. My question was this. Whether you would give them the first opportunity?

Admiral WASHINGTON. If they had the senior dates of commission, they would have the first opportunity, and all of them, practically, most all of them, would be taken in first.

Mr. KELLEY. I think what Mr. Butler wants to know is not so much the order in which they will stand on the register, but the order in which they will be taken into the Navy.

Admiral WASHINGTON. You mean will they take their place ahead of the temporary officers who were not formerly warrant officers?

Mr. BUTLER. Will you not make appointments here under this section? Suppose there was a warrant officer, and suppose there was an officer who had a warrant rating. I am speaking of the permanent warrant officers who may have been temporary officers, holding the rank of lieutenant, lieutenant (junior grade), or ensign. Suppose they wished to come into the permanent Navy, would you give them the first opportunity to show their qualifications?

Admiral WASHINGTON. They would have an equal opportunity, but they would come into the Navy according to the dates of the commissions they held as temporary officers.

Mr. KELLEY. Are you planning to take into the permanent Navy, or give an opportunity to come into the permanent Navy, temporary warrant officers; that is, all the warrant officers that are now holding temporary commissions?

Admiral WASHINGTON. All of them will have an opportunity under the general provision, but we propose to take 236 of those who have had 15 years of service.

Mr. BUTLER. But this covers some of the temporary officers into the permanent service?

Admiral WASHINGTON. Yes, indeed.

Mr. BUTLER. Among them are no doubt men of every grade?

Admiral WASHINGTON. Well, probably most of them were former warrant officers; I do not know. Let us see if we can tell you just how many. I did not understand what you meant, sir. There are more than 900.

Mr. BUTLER. That were regular warrant officers?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And have now temporary grades?

Admiral WASHINGTON. Temporary commissions.

Mr. BUTLER. I should say temporary commissions. Of course, do not know how many of those men would be entitled to a regular commission, and we do not know how many might apply, then you have a number of men provided with temporary commissions who were never in the regular service, and what I have in mind now is the regular service, providing first for them.

Admiral WASHINGTON. Yes.

Mr. BUTLER. Men who have been warrant officers, and faithful their service, and efficient men?

Admiral WASHINGTON. Yes.

Mr. BUTLER. And I am asking whether or not you would give them a first opportunity to qualify.

Admiral WASHINGTON. Well, I think, without looking it up more fully, that a lot of those temporary officers were appointed from warrant officers.

Commander McCAIN. They were.

Admiral WASHINGTON. Therefore they would be senior, and would be in first. I am not saying that for a fact as I am not exactly positive about it.

Mr. PADGETT. If I understand, what Mr. Butler wants to get is that you are proposing to take 1,200 officers into the Navy from the others.

Mr. BUTLER. Exactly.

Mr. PADGETT. That 1,200 is the limit?

Mr. BUTLER. Yes.

Mr. PADGETT. Now, you have got 900 temporary officers that are holding commissions already in the permanent Navy, but are holding temporary commissions in the permanent Navy?

Mr. BUTLER. Yes, sir.

Mr. PADGETT. Then you have got a large number of temporary officers in the Navy who are not in the permanent Navy, but are holding commissions in the temporary Navy. Then you have a number of officers in the reserves who are holding commissions. Now, the aggregate of those three is much greater than 1,200?

Mr. BUTLER. Yes.

Admiral WASHINGTON. Two hundred and seventy-two now, and they are going out all the time by resignations.

Mr. PADGETT. But 272 out of that 500 is a good big number of them.

Admiral WASHINGTON. It is not a large proportion, and I doubt, Mr. Padgett, whether we would get that whole number.

Mr. PADGETT. I am talking about what you are providing for. The only thing I am thinking about is this: They have been recommended to us all along, and we have a provision in here that men holding temporary rank shall be below the men with permanent positions, and in here you have limited it to admiral, captain, and commander—in other words, the selection classes—but there have been recommendations pressed before the committee during the war that all temporary commissions should be below all permanent commissions.

Admiral WASHINGTON. Of the same grade?

Mr. PADGETT. Of the same grade. That is what I am speaking about.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. For instance, all temporary commanders would be below all permanent commanders, lieutenant commanders the same, and others. Now, these fellows have not been even in the temporary service. They were in the reserve service. Whether they had an opportunity or did not have an opportunity, the fact is that they are not in the temporary service. Now, should they, considering the question of discipline and morale, be put in ahead of the fellow that was actually in, whether his opportunities were more favorable or not?

Admiral WASHINGTON. Many of those men, or some of them, were in, and we did at one time consider we would not take them in, just as you say, and in the first print of this bill this provision was not contained. Then we thought it over afterwards and concluded it would probably be just as well as not to place that restriction on them. A number of those reserve officers did go to sea. I had, for instance, some of them aboard ship with me, and they performed the same duty identically with the temporary officers. They simply did not transfer into the temporary Navy. They retained their status as reserve officers, but their duty was identical.

Mr. PADGETT. If they were put in on an equality with temporary officers, would not that be all they could ask?

Admiral WASHINGTON. It would seem so; yes, sir.

Mr. PADGETT. In other words, if they are given this absolute equality with the temporary officer, and not given a special privilege over the temporary officer, should they not be satisfied?

Admiral WASHINGTON. They ought to be, yes, sir; but they are not given any special advantage over him. We are trying to make them parallel.

Mr. PADGETT. But you said all the temporary officers would go below the permanent officers?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. All grades and all ranks?

Admiral WASHINGTON. The temporary officers have regular temporary positions, and they would come into the service, if you took them, exactly in the status that they now stand, whatever they are, and whatever that commission may be.

Mr. PADGETT. You are abandoning that contention, then, that was made before, that all temporaries in fixed ranks and grades should be below the permanent officers?

Admiral WASHINGTON. I do not think, Mr. Padgett, that was voiced except by a very few.

Commander McCAIN. It had only one object in view.

Admiral WASHINGTON. Yes. It never looked to me like it was right, sir.

Mr. PADGETT. I know, and I have always fought it, but what I am trying to get at is that it has been recommended time and time again, and the department has written letters. Mr. Roosevelt wrote a very urgent letter, insisting on it, and I believe he came before the committee. The Secretary himself has written a letter and submitted it.

Admiral WASHINGTON. Well, it never seemed to me like it was exactly proper, sir.

Mr. PADGETT. I have always felt that if a fellow was good enough to serve during the war with a temporary commission, if he was competent, he was good enough to hold it at the grade he got it.

Admiral WASHINGTON. But these men that you are speaking of now, about whom the Secretary wrote, were commanders, captains, and rear admirals.

Mr. PADGETT. That is the last provision of it. The first provision was to include all of them.

Admiral WASHINGTON. I did not know about the first.

Mr. PADGETT. The first ones that came down even went so far as to say that a graduating class at Annapolis should take precedence over the temporary ensigns who had been serving, and those commissions dated a year before.

Mr. BUTLER. That was not granted, was it?

Admiral WASHINGTON. No.

Mr. PADGETT. No; it is not in there, but that is what was referred to. We did not take it; no.

Commander McCAIN. They did not intend to recommend it in that manner. They merely intended that to apply to selection grades. They did not think about how that would hit the lower grades.

Mr. PADGETT. But they did recommend it, and we declined to accept it. In the last bill it is recommended to be limited to captains, commanders, and admirals.

Mr. KELLEY. I am not sure, Admiral, that I have got this straight in my mind. The temporary officers that are taken in as permanents under this act will keep their relative position?

Admiral WASHINGTON. Absolutely; yes, sir.

Mr. KELLEY. And come in below the regular?

Admiral WASHINGTON. A man will come in right where the date of his commission places him.

Mr. KELLEY. So he will fit into the regular line in harmony with the date of his commission?

Admiral WASHINGTON. The Navy line may be considered as so many regulars, and later on so many additional temporaries, all sandwiched in together, according to the dates of their commissions. We propose to take them in in that same manner, that is, place them according to the dates of their commissions.

Mr. PADGETT. For instance, that will apply mostly in the lower grades. In the upper grades you have not so much of it?

Admiral WASHINGTON. Lieutenants, principally.

Mr. PADGETT. Take from lieutenant down to ensign. Here is a temporary fellow that was in that grade, and here comes in a graduate from the Naval Academy next year that was down below him, and then come in some temporaries, and next year comes a graduation class, but they are sandwiched in between each other? Now, if they become permanent, they will hold their sandwiched position just as they come in, and not be transferred down. Now it is proposed to put the reserves that come in now, that would come in each grade, below both the permanents and the temporaries?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And, as between themselves, according to the date of their commission?

Admiral WASHINGTON. That is right.

Mr. KELLEY. You have sent down some language that differs from this language here printed. Which language do you prefer?

Admiral WASHINGTON. It is the typewritten one on the page there, pasted in on page 4.

Mr. KELLEY (reading as follows): "And members of the Naval Reserve force so appointed shall take rank in accordance with their present relative precedence."

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Where is that?

Mr. KELLEY. On page 4, in lieu of the italics.

Mr. PADGETT. Strike out all of the italics?

Mr. KELLEY. Starting in with line 6, strike out all of the italics and put in this language, "and members of the Naval Reserve force so appointed shall take rank in accordance with their present relative precedence."

Mr. PADGETT. What about the language contained here, "members of the Naval Reserve force of commissioned and warrant ranks found qualified for a given rank," etc.? You leave out all warrant rank?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And you leave out the qualification, "found qualified for a given rank." Should there not be language in there requiring that they shall be determined qualified?

Admiral WASHINGTON. Well, the word "members" includes both of those, commissioned and warrant. The word "members" is more comprehensive. It is a shorter term; "members of the Naval Reserve force" includes both members of the reserve force in commissioned and warrant ranks.

Mr. PADGETT. Should not the language read, "and members of the Naval Reserve force found qualified for a given rank, so appointed, shall take rank in accordance with," etc.? Ought there not be some limiting clause there as to their qualifications?

Admiral WASHINGTON. The board would have to find them qualified before they were appointed. They would not come in unless they were qualified. It can be inserted, if there is any doubt as to the propriety of leaving it out, but I have gone on the supposition, in the transfer of these officers from the reserves to the regular service, that they would all be examined at the end of three years, in accordance with this preceding section where it says, line 17, page 3, "in the permanent grades or ranks in the Navy for which found qualified."

There is the opportunity you would have to pass on them, and they will do that in the three years.

Mr. BUTLER. That is on the other page?

Admiral WASHINGTON. Yes, sir; in the preceding section.

Mr. PADGETT. Now, you have got a general clause in here, but you do not connect it up with this. It is intended to limit this to lieutenants and below?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. That clause is not in here. Would it not be well to insert it?

Commander McCAIN. It is there, sir, toward the end of the next section.

Admiral WASHINGTON. Line 23, on the same page.

Commander McCAIN. Line 23, page 4.

Mr. KELLEY. What is the difference in the effect of the language that you have submitted from that printed in the bill?

Admiral WASHINGTON. Well, Governor, the real reason of the suggested change here is, first, that it is shorter and simpler, and the other governing reason is to retain as many of these flying corps people as we can. They have not had the chance, you see, to qualify by sea service and come in as temporary officers. They have done their full duty throughout the war, and I do not think it would be exactly fair to say that we should bar them out from having any preference, when they had done all the duty that was required of them, and that they could do. The only lacking feature of it is that they were not able to qualify by sea service and come in as temporary officers.

Mr. KELLEY. Is that language intended to bring out the idea that Mr. Padgett expressed to you, "if found qualified for a given rank"?

Admiral WASHINGTON. That is in the preceding section. That can be inserted, if it will make it really clearer.

Commander McCAIN. It had to be inserted in this first one the printed one, because it was necessary to define the arrangement, but it is not necessary for it to be inserted in this typewritten slip.

Mr. PADGETT. The explanation given by the Admiral was that they wanted to retain as many as possible of the flying corps who were not qualified to come in as temporary officers, and he wanted to take them in and let them qualify afterwards.

Admiral WASHINGTON. The idea there, Mr. Padgett, was that it is felt that so many of these young men will leave if we put them in below the others who had, for instance, lesser and shorter service.

Mr. KELLEY. What Mr. Padgett and the committee want to find out is the effect of leaving out the words, "found qualified for a given rank." Under your language, it permits you to take these young men in, without having had sea service at any time.

Admiral WASHINGTON. We can make the qualifications such as we choose. It is rather a question of procedure. If we say, "if found qualified," then the Secretary can put the qualifications on.

Mr. KELLEY. And sea service may be required?

Admiral WASHINGTON. Sea service may be required. I think that is in the present law. It was not in the original law, was it, Mr. Padgett? I am not sure.

Mr. PADGETT. This sea service is only for the upper grades.

Admiral WASHINGTON. I meant the sea service for the reserve force.

Commander McCAIN. Yes.

Admiral WASHINGTON. That is a matter of Navy Department regulation, I am very sure. It may have been in the 1916 act. I am not positive about that.

Mr. KELLEY. Is there any reason why this language is preferable to the language printed?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. Commander McCain, is there anything more that you think of?

Commander McCAIN. No, sir. The first language says they shall get in after all the temporaries, and the second language says they shall come in in accordance with their precedence. The second wording gives the reserve officers an advantage which they would not have had under the first wording. It makes it more attractive to them. That is the real difference.

Mr. KELLEY. In what way?

Commander McCAIN. Under the first wording, a reserve officer who qualified for the grade of lieutenant would have to come in just below the temporary line officer who qualifies for the same grade. Under the second wording he will come in according to the date of his commission with his running mate.

Mr. PADGETT. In other words, he would come according to his commission and above the temporary officer who was already in but whose commission postdated his?

Commander McCAIN. Well, the date of his commission as lieutenant would govern.

Mr. PADGETT. I say, the reserve officer having a prior dated commission would come in ahead of the temporary officer who had a postdated commission?

Commander McCAIN. Yes, sir; and behind a temporary officer who had a prior dated commission.

Mr. KELLEY. And this last language preserves what you call this sandwiched position of all these officers?

Commander McCAIN. They take rank and precedence according to the way they will take it in the regular service when they pass.

Mr. KELLEY. That is what you speak of as the sandwiched position?

Commander McCAIN. Yes, sir.

Mr. PADGETT. What will be the effect upon the general morale in the Navy of making an exception of these Flying Corps men, as distinguished from all the others who served? Here is a fellow who went out and fought and went through the hardships and risks and dangers in the other part of the service, and he has to come at the bottom and below the temporary men. He comes in from the reserves below the temporary men.

Commander McCAIN. This includes all the reserves.

Mr. PADGETT. I understood the Admiral to say a moment ago that all the reserves were to come below the temporaries, except—

Commander McCAIN. He said that was the first wording suggested, Mr. Padgett.

Mr. PADGETT. Except in the Flying Corps, and that there was a part of the Flying Corps, about 275 estimated, that had a different status, and that he wanted to make provision for them.

Admiral WASHINGTON. I did not make myself clear, Mr. Padgett. I did not intend to say that we were working for these 272 at all. We are trying to put them absolutely on the same basis, and give these 272 men the advantage, which, under our regulations, they were prevented from getting by reason of the fact that they did not go to sea. The other fellow could. These fellows could not qualify. We are trying to put all the reserves in the same condition, not making any exception except to put the flying people absolutely on the same basis as the other reserve officers.

Mr. PADGETT. Under this amended language that you have here, the reserves, instead of coming below all the temporaries, at the foot of the temporaries, would sandwich in between the temporaries?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. I understood that the policy was for the reserves to come below all the temporaries.

Admiral WASHINGTON. That was the idea at first, but then it did not look exactly right for these other fellows. As I said a little while ago, on board the ship that I commanded during the war I had both temporary and reserve officers, and they did identically the same work. There was no difference. One may have been a temporary officer, and the other a reserve officer.

Mr. KRAUS. The new language will avoid the effect upon the reserves which you think is proving inequitable?

Admiral WASHINGTON. Yes; that is what we are trying to do.

Mr. KRAUS. Experience, in your judgment, has proved that it is working inequitably?

Admiral WASHINGTON. Yes, sir.

Commander McCAIN. You see, we drew up that first wording rather hurriedly, Mr. Kelley, overnight, and did not get a chance to think it over very much.

Mr. BUTLER. Admiral Washington, these warrant officers who are promoted go under the title of reservists?

Admiral WASHINGTON. Reservists? No, sir; temporary officers.

Mr. BUTLER. And members of the Naval Reserve force?

Admiral WASHINGTON. Yes, sir. The next section, section 3, applies to the warrant officers you are speaking of and that I have

Mr. BUTLER. Then the first opportunity would not be given to them?

Admiral WASHINGTON. I do not see, Mr. Butler, exactly what you mean by the first opportunity.

Mr. STEPHENS. Is it not according to the length of service? If they had served longer than other temporary officers, their—

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Mr. STEPHENS. They would be preferred?

Admiral WASHINGTON. They would be preferred; certainly.

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Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. They may want to be regularly commissioned.

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Admiral WASHINGTON. Yes, indeed.

Mr. BUTLER. Among them are no doubt men of every grade?

Admiral WASHINGTON. Well, probably most of them were former warrant officers; I do not know. Let us see if we can tell you just how many. I did not understand what you meant, sir. There are more than 900.

Mr. BUTLER. That were regular warrant officers?

Admiral WASHINGTON. Yes, sir.

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Mr. PADGETT. If I understand, what Mr. Butler wants to get is . . . You are proposing to take 1,200 officers into the Navy from the others.

Mr. BUTLER. Exactly.

Mr. PADGETT. That 1,200 is the limit?

Mr. BUTLER. Yes.

Mr. PADGETT. Now, you have got 900 temporary officers that are holding commissions already in the permanent Navy, but are holding temporary commissions in the permanent Navy?

Mr. BUTLER. Yes, sir.

Mr. PADGETT. Then you have got a large number of temporary officers in the Navy who are not in the permanent Navy, but are holding commissions in the temporary Navy. Then you have a number of officers in the reserves who are holding commissions. Is the aggregate of those three is much greater than 1,200?

Mr. BUTLER. Yes.

15 years in the Navy, and these 900 that you speak of, or many of them, would not have served 15 years?

Admiral WASHINGTON. No; many of them would have served only one, two, or three years, or more.

Mr. KELLEY. You would not take in those who had had less than 15 years' service?

Admiral WASHINGTON. If found qualified.

Mr. PADGETT. Under section 2, if I understand it, your 315 is in addition to your 1,200, is it not?

Commander McCAIN. Two hundred and thirty-six.

Mr. PADGETT. Your 236 is in addition to your 1,200?

Admiral WASHINGTON. Yes, making 1,436, all told.

Mr. BUTLER. But that is a class by itself in the next section?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Suppose you have got among these 900 regular that are holding temporary commissions in the warrant grades good, bad, and indifferent, and then you have got in the temporaries and in the reserves a large number of good, bad, and indifferent would you take all of the 900, including good, bad, and indifferent?

Admiral WASHINGTON. No.

Mr. PADGETT. In other words, will they not be taken in according to their qualifications and efficiency and the capacity they have for the service?

Mr. BUTLER. I am not asking Admiral Washington to take into this service any man who is not capable. I have talked to him several times. I am not asking for that, and would not ask it of anybody. But if the warrant officer had shown his capabilities, I am asking whether or not he should not be preferred in an appointment over some man who would come in from civil life?

Admiral WASHINGTON. I think any examining board would undoubtedly weigh the fact that those fellows had had previous naval service, and give it due weight and due importance.

Mr. PADGETT. You would have to leave it to the board. If you had a rule that they should be given the preference, it would apply to all of them, good, bad, and indifferent?

Mr. BUTLER. I know, Mr. Padgett, it is understood we will have more of it before we get through, but I want to ask one or two questions of Admiral Washington.

Admiral WASHINGTON. I think that matter could be best intrusted to the board, because if two men came up, one who had had previous naval service, and one who had not, unquestionably, other things being equal, the man who had had previous naval service would be given the preference.

Mr. BUTLER. That is entirely in the discretion of the board?

Admiral WASHINGTON. Yes.

Mr. BUTLER. I want to encourage these people to stay in the service, and it would seem to me that if you could hold out to them some sort of a legislative promise that they should have the first opportunity for appointment, provided they show their ample qualifications, that would be a good thing to do.

Admiral WASHINGTON. I think so.

Mr. BUTLER. Do you see any real objection to that? It is only a legislative hope. It is all we can do in the way of preparing legislation.

Admiral WASHINGTON. I do not believe it would be a proper thing to handicap the board by saying that they should take in one man simply because he had a little naval service, in preference to another man who, in the opinion of the board, would be the better of the two. I do not think that would be proper.

Commander McCAIN. You want to get the best you can out of the outfit.

Admiral WASHINGTON. I believe that the man who has had previous naval service, or previous sea service, is undoubtedly going to have a big factor in his favor in the opinion of any board.

Commander McCAIN. He is bound to.

Mr. BUTLER. Do you see any objection to the insertion in here of a proviso that the regular warrant officer who can show his qualifications should have a preference in appointment to a civilian who has recently come into the service and holds a temporary rank?

Admiral WASHINGTON. If this warrant officer shows that he is better qualified before any board I believe he will receive the preference from that board, and I believe he should have it.

Mr. BUTLER. Then, would there be any real objection, without binding the hands of the board, to simply direct that the first opportunity should be given to him?

Admiral WASHINGTON. I see no objection at all, if it is simply advisory to the board.

Mr. BUTLER. That is all. I am not tying their hands.

Admiral WASHINGTON. I do not see any objection to that.

Mr. KELLEY. What would you say to this language, "That all commissioned warrant officers and warrant officers of the Regular Navy now holding temporary commissions in the line and staff who have served creditably during the war with Germany shall be transferred to the regular permanent line and staff of the Navy in their present grades and lineal standing"? What would you say to that?

Admiral WASHINGTON. Transferred without any examination?

Mr. KELLEY. Yes; such as they are, those who served creditably during the war.

Admiral WASHINGTON. I think it would be very unfortunate.

Mr. KELLEY. You would not go that far, in any event?

Admiral WASHINGTON. No, sir. You must remember, for instance, Governor, that practically none of these officers have yet had a physical examination to cover their present temporary commission. Under that provision you might take a man whom probably next week, if he was ordered up for promotion, the examining board might retire. That is another objection. During the war we were all provided with temporary officers, most of them—I do not know what number—without physical examination, and we have got people who can not do the job in all respects physically. We must give some consideration, and I think a great deal, to the young men who left his calling, left his business, left his college to come in to serve his country at the beginning of this war and has remained with us since 1917, practically three years or more now. He is entitled to just as much consideration as the warrant officer who had an advantage and received an advantage by promotion, got more pay, more rank, and whose status was increased anyhow. This other fellow, perhaps, gave up everything. He may have given up his

entire future to come into the Navy, and now you propose that that man, who possibly has two years, we will say, or maybe as much as three years, in seniority over the warrant officers, should be placed below him. That would not be right; it is not just.

Mr. KELLEY. Will there be any complaint, do you think, Admiral among the warrant officers who have to go back if this legislation is put through in this form, and the officers of the line, in the main, remain about where the war has put them, while the warrant officers will go back?

Admiral WASHINGTON. The warrant officers would not go back to any great extent if they were qualified to hold their present rank, and I think the majority of them probably would be.

Mr. KELLEY. Does this 900 that you speak of include those who have served more than 15 years?

Admiral WASHINGTON. No; that 900 does not refer to the 15-year men.

Mr. KELLEY. There are 900 outside of those who have served more than 15 years?

Admiral WASHINGTON. No. Let me see, Governor. I am wrong there. Nine hundred is the number who were promoted from warrant officer. The 15-year men are a separate lot altogether.

Commander McCAIN. But are included in the 900.

Admiral WASHINGTON. Included in the 900.

Mr. KELLEY. The 900 includes all warrant officers of all ages?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. Who were serving in temporary grades?

Admiral WASHINGTON. In temporary grades, and who were formerly warrant officers.

Mr. KELLEY. Of that 900, in the first place, if we enact the next section, 236 will certainly remain in the line of that 900?

Admiral WASHINGTON. I think there will be 236. Of course, some of those men will not be able, probably, to pass the physical examination, and you should not take them in without a physical examination.

Mr. KELLEY. But 236 is the number who have had over 15 years of service?

Admiral WASHINGTON. I think that is true.

Commander McCAIN. Two hundred and thirty-six is the number who have had 15 or more years of service.

Mr. KELLEY. That is the full number, but you probably would not take all of the 236?

Admiral WASHINGTON. Yes.

Mr. KELLEY. That leaves about 700?

Admiral WASHINGTON. It would leave about 700; yes, sir.

Mr. KELLEY. Of the officers that Mr. Butler is talking about?

Admiral WASHINGTON. Yes.

Mr. KELLEY. Of that 700, would you have any way of determining how many would likely remain, and how many would go back?

Admiral WASHINGTON. I should say a good many, a large percentage of them. We have no means of determining, but I should say, on the whole, a big number of them would.

Mr. KELLEY. Then you will not have so very large a number of officers coming in from the reserves, will you?

Admiral WASHINGTON. Not very many.

Mr. KELLEY. Because you are asking for only 1,436?

Admiral WASHINGTON. Yes, sir, we figure only 1,436 all told, and the 236 reduces it to 1,200, and deducting the 272 aviators—500 as we call it—although we will not get that many—would leave only 700. Those 700 would come, would be filled up by temporaries and reserves.

Mr. KELLEY. So your policy would be to take 236, or as many of them as are physically all right, and take them in?

Admiral WASHINGTON. Yes, according to their records.

Mr. KELLEY. And then take as many of the 900 as can pass the examination?

Admiral WASHINGTON. Yes, and I think that the board would be very liberal in its construction of the qualifications there.

Mr. KELLEY. You would not want to set those over merely upon a physical examination?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. The whole 900?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. You probably would not ask that, Mr. Butler?

Mr. BUTLER. No, that was not what I was asking.

Mr. KETTNER. Mr. Butler wanted a preference, the way I understood him.

Mr. KELLEY. If you took them all, you would have about 500 appointments left for the reserves.

Admiral WASHINGTON. For the reserves and other temporaries.

Mr. KELLEY. Would that about cover what you think you would be able to get?

Admiral WASHINGTON. I think it would.

Mr. KELLEY. So, in its practical operation there is not much difficulty about these 900 remaining, if they are qualified?

Admiral WASHINGTON. I do not contemplate any difficulty at all. Every one that can pass a physical examination and can qualify otherwise, I think the board would be very liberal in what it would require in the way of qualifications.

Mr. KELLEY. Then it would not be much advantage to write in the bill, as Mr. Butler suggests, that of the 1,200 those warrant officers that are found qualified shall first be appointed?

Admiral WASHINGTON. If you do that, you would put them right ahead of the young man—

Mr. KELLEY. Then that would determine their rank, would it not?

Admiral WASHINGTON. Yes.

Mr. KELLEY. You would not want to do that, would you, Mr. Chairman?

Mr. BUTLER. I had one thing in mind

Mr. KELLEY. You are providing, however, that the relative rank should be determined by—

Admiral WASHINGTON. According to the date of their commission. Those who pass will come in according to the date of their commission.

Mr. KELLEY. The original commission, coming in according to the date—

Admiral WASHINGTON. Of their commission in the grades into which they enter.

Mr. KELLEY. In which they are now serving?

Admiral WASHINGTON. No; the grades in which they personally qualify for.

Mr. PADGETT. For instance, a man might have a commission as lieutenant commander, but when he took the examination he might qualify only for lieutenant, and he would come into that grade as lieutenant, and it would be determined by the date of his commission as lieutenant, and not as lieutenant commander?

Admiral WASHINGTON. None of them are lieutenant commanders. They are all lieutenants and below. We have not any above lieutenants.

Mr. PADGETT. I am just using that as an illustration. You can just shave the illustration down from lieutenant to junior lieutenant. I am just giving that as an illustration.

Admiral WASHINGTON. I understand.

Mr. BUTLER. I want to follow Gov. Kelley's figures. We are providing here for 1,436 additional officers in the Navy?

Admiral WASHINGTON. Not additional, Mr. Butler; they are just transferred from temporary to regular officers.

Mr. BUTLER. I understand, but we are making up a line of regulars. You understand what I am talking about. We propose to bring into the regular service 1,436 officers of the line. Am I right on that?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Two hundred and thirty-six of these we provide for in the next section?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. That leaves how many, 1,200?

Admiral WASHINGTON. One thousand two hundred.

Mr. BUTLER. There are about 900 warrant officers, you think?

Admiral WASHINGTON. The 900 includes the 236.

Mr. BUTLER. I know, 900 in all that might present themselves for examination?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Two hundred and thirty-six of them we have over in the third section?

Mr. PADGETT. There is something over 900. You should make that 936.

Mr. BUTLER. Taking it at 936, then we would have 700 of these warrant officers left there?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Now, we will have 1,200 officers, and then we will have, of the men who come in from civil life, even if these men should all qualify, which I do not anticipate, 500?

Mr. PADGETT. From the temporaries and reserves.

Mr. BUTLER. You impress me with what you said about the young man who had taken his chances with the Navy, but is there not an opportunity there for those in that 500?

Admiral WASHINGTON. I think there is plenty of opportunity there.

Mr. PADGETT. The only thing he is talking about is that you must put a provision in there that when they get their commission, their rank, they could not be superseded by a junior commission.

Mr. BUTLER. Why could not that be added, Admiral Washington?

Mr. PADGETT. You could only take care of about 500 of them.

Mr. BUTLER. Then, in my judgment, the importance of my view might be added to.

Admiral WASHINGTON. I believe, if the matter is left to the examining board, those warrant officers will be well looked after. We do not want to be required to take them into the permanent Navy simply because they are warrant officers, if they are not qualified. We leave it to an examining board, I think that all of them who have any merit are going to be properly protected, and I believe that the board will not protect those people who have no merit.

Mr. BUTLER. I would not ask you to take them in wholesale. I do not want to run down the good discipline or efficiency of your Navy, or take anything from it.

Mr. PADGETT. Well, I think the admiral has expressed himself on the merits of it, and it is just a question of argument now. I think we had better go on to the next provision.

Mr. KELLEY. You think about 500 of the reserve officers would be about all that you would be willing to take into the permanent Navy?

Admiral WASHINGTON. I think that is about all that would come out of it. It is just an estimate. I do not know.

Mr. KELLEY. So that if we worked out some language that would express the sentiment of Congress, which would not absolutely bind the Navy, but still would show that it was the desire of Congress that the warrant officers should be considered—I hardly know how I want to express it, but I could work out this thing so that it would not do anything and yet would carry out the intent.

Mr. PADGETT. You must always bear in mind that the least expression of preference in there is taken as a command.

Admiral WASHINGTON. There is another factor, Governor, that we are overlooking. We have got the enlisted men. You have not touched on them at all. And then we have got officers, warrant officers, and others from these colleges, and from civil life, men who have been clerks in stores and things of that sort, who have got no actual sea service than these warrant officers. It is a very complicated state of affairs, and if you should try to handicap the Navy in passing on the relative merits of these men, it would probably be unfortunate, or more unfortunate for them, possibly, than it would be if the matter was left to the board to weigh the qualifica-

who went in early in 1917, and here is a man in the regular Navy, with a warrant grade, that did not go in until 1919. That other fellow has had two years more service.

Mr. BUTLER. That can be provided for.

Admiral WASHINGTON. In the discussion of the warrant officers we have overlooked the enlisted men. Their cases are very meritorious. Seven hundred are enlisted men.

Mr. BUTLER. Seven hundred of these temporary officers?

Admiral WASHINGTON. Yes. It is a very complicated thing, and to say that warrant officers should have a preference, and the enlisted man a preference, and that another man who had given up his profession in civil life, and who had come and stayed with us for three years, should be ignored, would be very unfair.

Mr. BUTLER. I do not want to ignore him.

Mr. KELLEY. There are 700 enlisted men holding——

Commander McCAIN. Temporary commissions.

Admiral WASHINGTON. Yes, sir; that are included in the eligible list under this.

Commander McCAIN. And of the reserve officers holding temporary commissions, about one-half of them were formerly enlisted men who took the examinations and went into the reserve force, and then they took another examination, and shifted from the reserve force and went into the temporary Navy. In fact, about 1,800 of that 2,400 are people of considerable service.

Admiral WASHINGTON. There is another feature of the thing, and that is that among these enlisted men and reserve officers there are many that have more service than some of the warrant officers. Take the fleet reserves. We did not allow them to go into that until they had at least 16 years of service. There are some of those among these temporary officers and reserve officers, so they have had more service than some of the warrant officers. Those men have served in the Navy 16 and 20 years, and under the proposition of Mr. Butler they would be left out in the cold.

I have not found that Mr. Butler's statement a little while ago exactly agrees with my practice, that these warrant officers do not look out for themselves. I have found quite the reverse.

Mr. BUTLER. How is that?

Admiral WASHINGTON. You stated a little while ago that they had nobody to look out for them.

Mr. BUTLER. I referred to what is known as political pull.

Admiral WASHINGTON. Yes.

Mr. BUTLER. And I want to get rid of it.

Admiral WASHINGTON. Yes; political pull.

Mr. BUTLER. And I do not know where they get it.

Admiral WASHINGTON. Well, I do not know either.

Mr. BUTLER. I do not know where they get it.

Admiral WASHINGTON. I will tell you, Mr. Butler, if you knew the difficulties sometimes——

Mr. BUTLER. I do not know where they got it, but I have been an observer. I have been standing around looking on, and I know very well that all of us are amenable to what is known as influence.

Admiral WASHINGTON. Unquestionably.

Mr. BUTLER. Absolutely.

Admiral WASHINGTON. Unquestionably.

Mr. BUTLER. And I wanted to know if we could consider these as a class.

Mr. PADGETT. But the admiral was calling attention to the fact in this other class there are men who have had longer and more service and better opportunity for sea qualifications than many of the men that are in the warrant grades now.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And that are in the Reserves that enlisted in the war.

Mr. KELLEY. I think we have pretty well covered section 3 also.

Mr. STEPHENS. In section 3, Mr. Chairman, down on line 22, it says we, "And shall take rank therein in accordance with their precedence while holding temporary rank," and so on. I think we ought to have a provision in there to incorporate the commissioned officers of the Coast Guard in order to give them—

Mr. PADGETT. They do not belong to the Navy.

Mr. STEPHENS. I know they do not, but they served in the Navy, they served during the war with the Navy, and there might be half a dozen or more Coast Guard officers who would like to be given an opportunity to stand an examination for a commission in the Regular Navy, and I would suggest, right after the word "rank," on page 4, 23, that we incorporate something like this:

*Provided*, That commissioned officers of the Coast Guard who have served creditably in the Navy Department in the war with the German Government, upon suitable recommendation approved by the Secretary of the Navy and the Secretary of the Treasury, be appointed to a permanent rank or grade in the Navy for which qualified, and shall take such precedence therein as the Secretary of the Navy may determine; *And further*, That for the purposes of computing the pay and retirement privileges of such officers and enlisted men of the Navy all accredited service in the Coast Guard and United States Cutter Service shall be counted.

These men served in the Navy during the war. They have had a great deal of sea service, and there is no doubt that there are some very competent officers, some of whom would perhaps prefer to be in the Regular Navy, and in consideration of their service during the war, I think they should be given an opportunity to come into the service under this provision; that is, with the approval of the Secretary of the Navy and the Secretary of the Treasury.

to see the class further extended, because I do not think it is necessary, and if we propose to take, or wish to take, as many warrant officers or former enlisted men, or others, and if we opened the Coast Guard, we are reducing that number, or adding the probability here of 50 or 75 more competitors to compete with warrant officers. They are all good men, that is so far as my knowledge of them goes, and I believe we could take many of them of grade of lieutenant or junior lieutenant and in the course of make very good naval officers of them.

Mr. KELLEY. Would this tend to break up the Coast Guard Service?

Admiral WASHINGTON. There would be many of them who want to go into the Navy that are now in the Coast Guard.

Mr. STEPHENS. This provision is that it is only with the consent and approval of the Secretary of the Treasury in regard to the Coast Guard and the Secretary of the Navy. It is optional with the Secretary of the Treasury and optional with the Secretary of the Navy. If the Secretary of the Navy sees a good man, or one or three, in the Coast Guard who is giving service and would to have them in the Navy, it would be a matter of release and approval by the Secretary of the Treasury, so that the Coast Guard could not be hurt. I think there are only about 80 officers in the Coast Guard.

Admiral WASHINGTON. There were 216 in the line and the reserves that were taken in during the war.

Mr. STEPHENS. So, in all probability, it would give maybe a dozen of them the opportunity, or maybe more, but it all rests with the Secretary of the Treasury as to whether he will consent to his approval. In other words, it would give an officer in the Coast Guard the same chance to go into the Regular Navy as it does other officers.

Admiral WASHINGTON. Yes.

Mr. STEPHENS. And that would be fair, I should think. They could not go voluntarily; they would have to get the consent of the Secretary of the Treasury. It might be that there would be more than one, two, or three, probably that would be selected.

Mr. KELLEY. Do you know what the attitude of the Treasury Department is toward this idea?

Mr. STEPHENS. The attitude of the Treasury Department is favorable; that is, they are not opposed to it. It is left in their hands anyhow. If there are two, three, four, or half a dozen officers in the Coast Guard Service, and they qualify and prefer to go to the Navy, it is simply a matter of transfer, but optional with the Secretary of the Treasury. If the Secretary of the Treasury does not see fit to release any of these men, of course, or recommend that they would not be transferred, but it opens up to them the opportunity. They have served in the Navy.

Mr. BUTLER. These are men who went to Manila Bay, that class of men. They were then known as the Revenue Cutter Service. They would like to come in, you say, Mr. Stephens? What do you know about it, Admiral Washington?

Admiral WASHINGTON. I know that a number of their officers have intimated more than once that they are desirous of leaving the Coast Guard and going into the Navy, and they would like to hold on when they were serving under the Navy.

**Mr. BUTLER.** They were on our ships during the war, these men?

**Admiral WASHINGTON.** I do not think they were. I am just giving him without any definite knowledge of it, but I think that is very nearly correct. I think they rather remained on their own vessels, and small yachts throughout the war. I do not think they served, with but very few exceptions, on the battleships.

**Capt. WILLIAMS.** I was with some of them during the war. They ran nothing but revenue cutters and other types of vessels with small complements. They remained with their own cutters until toward the last of the war, when they were being used in other activities. They are splendid seamen, although they are considerably older than the corresponding naval officers.

**Mr. STEPHENS.** I have a statement here, Mr. Butler, which I can give you in regard to this, if you desire it. It says:

These sections as drawn fail to include Coast Guard officers, a number of whom would undoubtedly wish to enjoy the benefits of the opportunity which it is proposed to open to temporary and reserve officers of the naval service. Coast Guard officers serve with the Navy and are a part of the Navy by law in time of war. Having served throughout the World War from its very beginning and having rendered faithful service to the Navy and the country, officers of the Coast Guard believe they have a just claim in asking Congress to extend to them the same opportunities for individual betterment, greater contentment in a broader field, that may be offered others of their brother officers. Officers with many years of commissioned service in the Coast Guard have, in many cases, actually more commissioned service under the Navy than the temporary and reserve officers to whom the way is open to secure permanent commissions in that service, and they have been educated at great expense and are thoroughly trained and experienced in matters relating to the sea. It is not asked that special consideration be given Coast Guard officers, who, under the law, serve with the Navy in time of war, but it is asked that they be not excluded from the benefits of legislation which would be conferred upon temporary and reserve officers of the Naval Service, with whom they served side by side in time of war.

The only way in which a Coast Guard officer might take advantage of this legislation as at present drawn would be to completely sever his connections with the Coast Guard by resignation and enter the Naval Reserve Force, in which capacity he would be eligible for transfer to a commission in the Regular Navy. As this procedure would involve complete forfeiture of his permanent commission in one service before assurance could be had of securing a commission in the other a considerable risk would be incurred, which but few officers among those who would most ardently wish to transfer could justify themselves in taking.

The transfer of an officer from one service to another is by no means without precedent. In the years just prior to the war with Germany, several Coast Guards officers resigned their commissions to accept commissions in the Regular Navy, for which they had qualified without first being obliged to sever their connections with the Coast Guard.

It might well be stated here that over one-third of the commissioned personnel of the Coast Guard served abroad under the Navy during the war with Germany, and that one-tenth of those lost their lives at sea while so serving.

It is earnestly requested, therefore, for the sake of uniformity in the opening of this opportunity to secure commissions in the Regular Navy, that a provision be made in the proposed draft to include Coast Guard officers, by inserting the following immediately before the last sentence in section 3, the provision that I just read.

**Mr. KELLEY.** Have you anything more to say, Admiral Washington, on the question?

**Admiral WASHINGTON.** No, sir.

**Mr. KRAUS.** In this section 3, Admiral, is there any objection to stating the number to which it should apply? In the explanatory note you say to 236?

**Admiral WASHINGTON.** Yes, sir.

**Mr. KRAUS.** Why not by such language specifically limit it to that number, rather than have a sweeping provision of that kind?

Admiral WASHINGTON. There is no objection to that at all!

Mr. BUTLER. It says here: "That is addition to the number of transfers and appointments herein before allowed, commissioned warrant officers of more than 15 years' service since date of warrant or date of first appointment as paymaster's clerk or mate." Admiral Washington, if you will answer, I will be obliged: The first appointment is as paymaster's clerk?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Would some of these warrant officers be paymaster's clerks?

Admiral WASHINGTON. Paymaster's clerk is a warrant officer.

Mr. BUTLER. Then why do we use the word "paymaster clerk" in there?

Admiral WASHINGTON. The paymaster's clerk was an appointed officer, you know, for many years, and this language is "since date of appointment."

Mr. BUTLER. But is not the paymaster's clerk a warrant officer?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And therefore why is he not, Admiral Washington, included under the name and general denomination of warrant officer?

Admiral WASHINGTON. He would be now, Mr. Butler. They did not have warrants formerly. The warrant is a recent thing with paymaster's clerk.

Mr. BUTLER. But he has warrant now?

Admiral WASHINGTON. He has warrant now, but if we go back and give appointment we cover them in the same way as we do warrant officers—put them exactly on a par.

Mr. BUTLER. Why is it you use the word "paymaster's clerk," because they are now warrant officers?

Admiral WASHINGTON. Formerly they were not, and many of them who had 15 years' service total since date of appointment would not have it since date of warrant.

Mr. BUTLER. Yes; I know; but so far as the beginning of the service is concerned, I can not see why it should be mentioned in this bill by referring to them as paymaster's clerk.

Mr. KELLEY. Why would it not be just as well to say "since date of appointment"?

Admiral WASHINGTON. They were simply taken on by the paymasters and denominated——

Mr. PADGETT (interposing). Up until about eight years ago a paymaster's clerk was simply the paymaster's employee; he appointed him, and he served with him, and when that paymaster changed he could drop him and that clerk would go out of the service, unless some other paymaster picked him up and brought him in?

Admiral WASHINGTON. That is right.

Mr. PADGETT. And about seven or eight years ago we change that status by legislation and made them permanent employees in the Government, giving them a permanent status.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. When you say, first appointment, many of those might have had an appointment 20 years ago, except the limitation; limitation is that you limit them to a certain age in the latter part of coming in, 35 years, I believe. But the thing I wanted to ask you about is on the next page.

Mr. BUTLER. I would like to go a little further before you turn over, if you please, if the chairman of the subcommittee will give me just a minute. You propose to take these men over as a class, provided they show they are qualified?

Admiral WASHINGTON. Yes, sir; their records.

Mr. BUTLER. This is directory; that is, Congress directs that you shall take these men over as a class, if they show their qualifications?

Admiral WASHINGTON. Yes, sir; that would be my idea of it.

Mr. BUTLER. Why do you not use the word "shall" instead of "may." Have you any objection to "shall"?

Admiral WASHINGTON. My idea of the law is that "may" and "shall" would mean the same.

Mr. PADGETT. "Shall" would be mandatory.

Mr. KETTNER. That is what Mr. Butler wants.

Mr. BUTLER. If Admiral Washington made the statement as I understood, that "shall" or "may" mean the same thing—

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And if when appointed or qualified it is intended, why not say "shall" instead of "may"?

Admiral WASHINGTON. I have no objection at all to it, sir.

Mr. BUTLER. I can not see any difference, Admiral Washington. Do you see any difference? You intend to take the men if qualified?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And Congress intends to direct that you shall take them in if they are qualified?

Admiral WASHINGTON. Yes, sir. It is immaterial to me.

Mr. KELLEY. This provides that no transfer or appointment shall be made to higher grade or rank than lieutenant in the Navy?

Admiral WASHINGTON. Yes.

Mr. KELLEY. You do not think that it should be as high as lieutenant commander?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. And why?

Admiral WASHINGTON. None of them that are of that grade now, and why should we take a man from the outside and legislate him into a higher grade which he has never occupied or never qualified? It does not look to me like it is right for the Government to do that.

Mr. KELLEY. Have you seen this pamphlet?

Admiral WASHINGTON. Yes, sir; and I have talked to those gentlemen about it, and I do not think it is fair to the Government in any sense of the word to say that a body of officers should be picked up and given a grade higher than they have ever occupied, a grade higher than they are occupying now.

Mr. KELLEY. Do you know what reasons they give in suggesting that they be given a higher grade?

Admiral WASHINGTON. I could not tell you thoroughly, but in general they are afraid they would not be able to pass the examination.

Mr. KELLEY. In discussing it with you they must have presented some reasons for it.

Admiral WASHINGTON. The mass of the reason was that they would not be able to pass the examination. That is the way I sized it up, and that they thought by reason of their length of service, 15 years, they should be promoted into the higher grade.

Admiral WASHINGTON. There is no objection to that at all?

Mr. BUTLER. It says here: "That is addition to the number of transfers and appointments herein before allowed, commissioned warrant officers of more than 15 years' service since date of warrant or date of first appointment as paymaster's clerk or mate." Admiral Washington, if you will answer, I will be obliged: The first appointment is as paymaster's clerk?

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her grade which he has never occupied or never qualified?

LEY. It is not for the Government to do that.

Mr. PADGETT. There is one objection to that extra number. I have been fighting that all along. We start out with 1 admiral, 4 captains, 7 commanders, 14 lieutenant commanders for each admiral. Now, we have got 25 admirals, and we would have fourteen times 25 lieutenant commanders. Every time we make an extra number you add to it, and every time that fellow goes up, there are two promotions right along, and you are carrying two fellows up right along every time you put on an extra number.

Mr. BUTLER. I know it, and yet we are after officers, and I would not care how many go up side by side if they are all good officers.

Mr. PADGETT. They are in there, but they are not counted in the determination of the number of officers asked for.

Mr. KETTNER. But they draw their salaries.

Mr. BUTLER. All these men of temporary grades should be counted in the 1,436. What I want to ask Admiral Washington is this: In section 3 it is said we are asked to legislate for a certain class of men, 236, and the highest grade they are to receive is that of lieutenant.

Admiral WASHINGTON. The highest grade at which they start in the permanent Navy is lieutenant.

Mr. BUTLER. But they may be promoted and get up in the grades!

Admiral WASHINGTON. Oh, yes; right along; there is no limit to the height they can go.

Mr. BUTLER. That is what I understand.

Admiral WASHINGTON. But my objection to it solely lies in the fact that I do not think it is a right thing for the Government to pass legislation lifting a body of officers into a grade which they have never occupied and for which they have never qualified.

Mr. BUTLER. I will say myself it is quite unusual. But there is not any provision anywhere in these three sections which we have examined which will authorize you to give a man a permanent rank above lieutenant?

Admiral WASHINGTON. Yes, sir; that is as high as any of them are, Mr. Butler.

Mr. BUTLER. Do we not have some lieutenant commanders?

Admiral WASHINGTON. They can come in and they are then in the line of promotion just like any other officer, Naval Academy graduate, or anyone else.

Mr. BUTLER. Have we not any men in the temporary service as high as lieutenant commander?

Admiral WASHINGTON. No, sir.

Mr. BUTLER. Were not some appointed back in the beginning of the war?

Admiral WASHINGTON. It seems to me they were in the service, but there was a good deal of talk, and I believe the Secretary stopped it immediately.

Mr. BUTLER. You got about 18 or 20?

Admiral WASHINGTON. I do not remember. I recollect seeing it in the papers, but they were reserves, not temporary; they were men picked up by somebody and given a temporary commission.

Mr. BUTLER. There is not anything in these three sections that will authorize the appointment, if enacted into law, of any man in the grade of lieutenant commander?

Admiral WASHINGTON. You mean as the entry appointment—no, sir.

Mr. BUTLER. They can not go in above lieutenant?

Admiral WASHINGTON. Above the grade he now holds.

Mr. BUTLER. And that grade will be lieutenant?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. There are no lieutenant commanders in the service who will be transferred to the regular service as lieutenant commanders?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. Another suggested provision with reference to warrant officers, while we are on that subject, is that commissioned warrant officers and warrant officers of the line with less than 10 years of service shall be continued in their temporary grades as such and be commissioned under provisions of this section until they have passed an examination within two years from the date of this act in accordance with regulations prescribed by the Secretary of the Navy. Of course, that is contingent, I suppose, on the first provision I read in this pamphlet being enacted, which allows all these warrant officers to stay in the service; the effect of this is to keep them all in two years, is it not? Have you seen this [exhibiting pamphlet to Admiral Washington]?

Admiral WASHINGTON. I have seen that, yes, sir; but I have not liked it because I could see very little merit in it.

Mr. KELLEY. That section seems to provide that all those who have less than 10 years shall stay in two years, and in the meantime pass an examination. You would not approve of anything like that?

Admiral WASHINGTON. I should call that class legislation pretty badly. You are legislating for a very limited number of people. I do not see how you could well apply that to the warrant officers and say that these enlisted men we have got—700 of them—should be excluded from a like privilege.

Mr. PADGETT. Did you notice the language: "That commissioned warrant officers and warrant officers of the line with less than 10 years of naval service shall be continued in their temporary grade"? And in there 30 days would come in there under that?

Admiral WASHINGTON. Some of them have had very little service; it might be a month.

went on up the list to temporary officers. Those people do not come in this class.

Mr. BUTLER. But they will come in under section 2?—

Admiral WASHINGTON. Under section 2 everybody has got an absolutely straight and even chance; there is no preference shown because the man who is chief warrant officer or warrant officer is given no advantage over the enlisted man. If we take these two men and we say one was an ex-enlisted man and one was a warrant officer, the idea seems to be to give the warrant officer a preference and to ignore the other man, while to my mind the really more meritorious case would be the enlisted man.

Mr. BUTLER. You see I do not draw the distinction. They are all enlisted men; they come under the general denomination of enlisted men until they are commissioned?

Admiral WASHINGTON. Or warranted.

Mr. BUTLER. Now, these men enlisted, that is to say, and came up through the different warrant grades into commissioned grades?

Admiral WASHINGTON. Some of them were appointed directly as ensigns, we will say.

Mr. BUTLER. You are speaking now of the men who have enlisted, we will say, in the early part of the war, and by reason of their efficiency were promoted up through the warrant grades?

Admiral WASHINGTON. Oh, no, sir; I am speaking of men who may have been in the service 20 years as enlisted men. The war comes along and he is found to be a meritorious fellow and they make him ensign, junior lieutenant, or lieutenant, as he was promoted up from grade to grade. He has served in the Navy longer than many of these chief warrant officers in many instances.

Mr. BUTLER. Let me see what becomes of him. Suppose he was an enlisted man and went up through the different warrant grades and was finally commissioned a lieutenant temporarily?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Six months after the war was over where would he go?

Admiral WASHINGTON. He would go out into civil life, because his enlistment has expired, in all probability. If his enlistment has not expired, he goes back as an enlisted man if he was appointed therefrom.

Mr. BUTLER. Would he go back to the warrant grade?

Admiral WASHINGTON. If he was a warrant officer before he was promoted. But I understood you to say if he was promoted from an enlisted man to ensign, junior lieutenant, and lieutenant.

Mr. BUTLER. Some of these enlisted men were commissioned without going to warrant grades?

Admiral WASHINGTON. Oh, yes, sir; a great many.

Mr. BUTLER. It is a gratification. Some of these enlisted men were promoted directly up to ensigns?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And were commissioned from the enlisted ranks?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Were commissioned ensigns directly?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And never had been warranted?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. That is the class of men you are speaking of?

Admiral WASHINGTON. That is what I wanted to look out for primarily; yes, sir.

Mr. BUTLER. When you referred to enlisted men having an opportunity it is that class of enlisted men you referred to?

Admiral WASHINGTON. That is the class.

Mr. BUTLER. I can see the real reason why you think they should be a chance, too.

Admiral WASHINGTON. You see out of 938 warrant officers who received temporary commissions there are over 700 who came up as enlisted men, and no word has been spoken for those men.

Commander MCCAIN. There are now 700 commissioned officers who were formerly enlisted men and who are not permanent warrant officers.

Mr. BUTLER. Are not all these warrant officers promoted from enlisted men?

Admiral WASHINGTON. All the warrant officers; yes, sir.

Mr. BUTLER. They were all enlisted men?

Admiral WASHINGTON. I think there may have been some few who were in as machinists from the navy yards in the past.

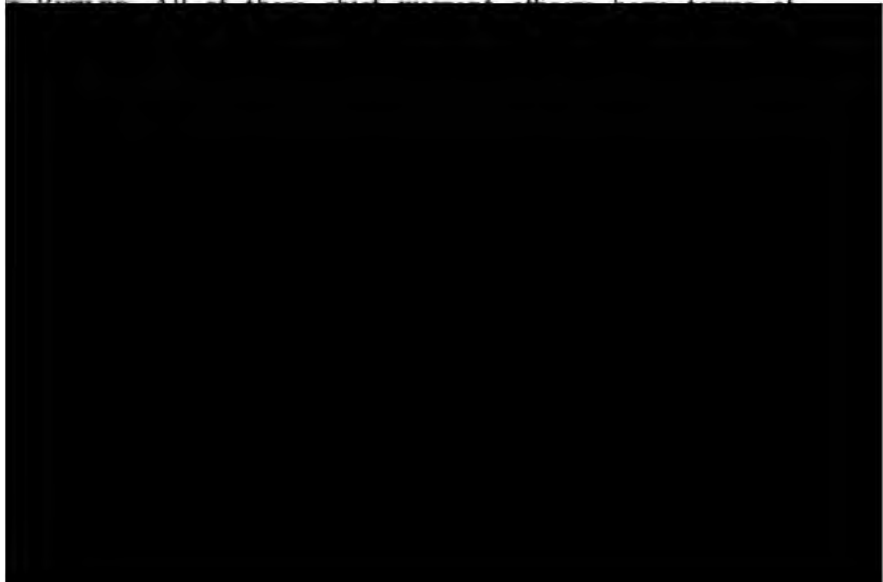
Capt. WILLIAMS. There are officers who never were warrant officers; they were enlisted men. There are commissioned officers who were warrant officers—those two classes.

Commander MCCAIN. And commissioned officers who are temporary officers and who have no status as permanent officers?

Mr. BUTLER. And, therefore, if the warrant officer was promoted to the commissioned grade in six months he will go back to his original status unless we pass this legislation? If the enlisted man promoted outside of the warrant grades and became temporary commissioned officer, six months after the war his term of enlistment will expire, and he will go out into private life or go back among the enlisted men, down below the warrant grade?

Admiral WASHINGTON. In other words, if a man appointed warrant officer from an enlisted man, his enlistment is not revoked but runs until the expiration of four years. If the four years has not expired, then the man goes back to his former rating if his warrant should be revoked.

Mr. BUTLER. All of these things are in the bill, are they not?



may be an enlisted man until the expiration of his current enlistment; after that he is a warrant officer only.

It seems to me this provision in section 2 is fair and square to all, and section 3 gives the warrant officers and the chief warrant officers of 15 years' experience a preference. I do not believe that it would be just to go down and look into all the possibilities, and pick out warrant officers here and there and give them preference and forget all about the men who came up from the enlisted force, and over those temporary officers who came in from civil life and gave up their civil calling, perhaps at much personal loss, to serve in the Navy in time of war.

Section 2 gives all of them a fair and equal show. The preference undoubtedly will be given to those who have had previous naval service, by any examining board, and in that way the Navy man will be decidedly benefited by it, and I think that is all that should be granted.

Mr. KELLEY. The committee will now adjourn until to-morrow morning at 10 o'clock.

(Thereupon at 4.40 o'clock p. m. the committee adjourned to meet to-morrow, Wednesday, April 14, 1920, at 10.30 o'clock a. m.)

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Wednesday, April 14, 1920.

The subcommittee on personnel met at 10.30 o'clock a. m. pursuant to adjournment, Hon. Patrick H. Kelley presiding.

**Statements of REAR ADMIRAL WILLIAM C. BRAISTED, surgeon general, United States Navy, and LIEUTENANT PAUL F. DICKENS.**

Mr. KELLEY. Mr. Darrow has a bill here which affects the Medical Department of the Navy, and Admiral Braisted is present and will make a statement in regard to it. Mr. Darrow, this is your bill, and we will be glad if you will ask Admiral Braisted any questions you desire in regard to it.

Mr. DARROW. If I may, I would like to ask the indulgence of the committee while I ask of Admiral Braisted a certain line of questions, and then I know that the Admiral will, of course, be glad to answer any other questions. If I may be allowed to get in consecutive order the questions that I would like to ask, I would be glad to have that privilege if it meets with the approval of the committee.

Mr. KELLEY. You may proceed.

Mr. DARROW. This bill has been revised somewhat in accordance with the views, I believe, of the department.

Admiral BRAISTED. If I may make a little statement to start with, I think it will show everybody present where we stand on this question.

Mr. DARROW. All right.

Admiral BRAISTED. We have made a little diagrammatic sketch here in order that you may see at a glance just what our position is. Now, the bill to improve the Hospital Corps, known as the Darrow bill, was not drawn up in the bureau, but is an expression of the Hospital Corps itself, in connection with the American Pharma-

ceutical Association, of the needs of the Hospital Corps. I feel that there is a good deal of reason in what they ask, as I think you will see from this diagram. Now, you can see from this diagram just where we are. I would like to show you what we started to do. Before 1898 we had a very small Hospital Corps. In 1898 we started to develop the Hospital Corps and to build it up. We had then three ranks, hospital apprentice, hospital steward, and pharmacist.

That, of course, did not bring us in the same relation with the line and other corps in the way of the ratings they had. Gradually, we increased that by various bills that you gentlemen passed through Congress, so that, as you will see, ultimately we came to have exactly the same number of grades and rates and the same pay that they have in the line. Now, why was that done? That was done in order to bring about contentment, and in order to see that all corps should be exactly on the same basis. When the present Secretary of the Navy came in office, the first thing I went to him about was the Hospital Corps, because they had no one to plead their cause for them, and I wanted to make it a very efficient corps. So I told him what we wanted to do was to take in young men of good physique and good health and of good moral tendencies and good brain, but who, perhaps, had not much education or influence, to enter the Hospital Corps. Such a person could begin in the Hospital Corps, and we would give him education and training, and he could gradually go up through the different grades. Ultimately we hoped that if he proved to be worthy, as the years went by, say, 12 or 15 years, he could reach some commissioned grade, the idea being to make this service a career for the hospital corpsmen that would be worthy the best element of the country, but, at the same time, a career that would be open to anyone without influence.

Of course, any one of you gentlemen could recommend anybody to come and take the entrance examination for the Hospital Corps, and if the person entering the service was worthy, he would without any special influence be promoted right straight along. Now, we have done that successively, until we came to the chief warrant grade, and then afterwards we come to the commissioned grades. Now, on this diagram the men can come up to here [indicating] and when they get here [indicating] they should be able to pass the examination for ensign, and then they would have the opportunity to go up. The point is that the professional studies and education of these men fit them to take such an examination as this. Our hospital corpsmen have come up this far very nicely, but there is no provision for them to go further. The only thing that could possibly enable them to go further, without some provision like this, would be to study medicine, take the medical examination, and go into the Medical Corps, and then come up through the grades. Of course, that is impossible, because no matter how splendidly developed these men may be, in order to qualify for the medical examination they will be required to take a course of six, seven, or eight years. These men, of course, are educated in a great many things.

Of course, their chief basis of education is in pharmacy, but, in addition to that, these men have fine ability in other things. Now, when they get up here [indicating] they are supposed to be qualified

to handle largely the business end of an institution. For instance, in a great hospital they have a great deal to do in connection with records and the clerical work, and they are also splendid financiers. They are splendid chemists and pharmacists, and, in addition, they can do clerical work. They are typists and are efficient in other clerical work, and, as you can see, they are also expert in laboratory work, or in such work as they have been taught. The places that these men occupy are quite important ones. This type of men that we have developed, when they have reached a certain point, are competent office and clerical men, and they can handle matters of finance and business generally. As I have said, some of them are typists. The Paymaster General has taken some of his pay officers from the hospital corpsmen, as well as taking them largely from the pay clerks. Now, what is the result of that? The result is that they take our men when they get to this point [indicating], there being nothing more for them in the way of promotion in their own corps. Because of that, they transfer.

During the war they took a great many of our splendidly trained Hospital Corps men as paymasters, and they are doing that at the present time. You can see very readily where the trouble comes in. These men want to get in some position where they can advance, and where they can have the opportunity that Pay Corps men and other men have. They are not able to get that opportunity in the Hospital Corps, and while they are professionally qualified in their own line, they do not receive even what they could get on the outside. For that reason, we want to increase this by the addition of the grades of junior lieutenant, lieutenant, and lieutenant commander, and to put them on the same basis with the Dental Corps, for instance. This would also be like it is contemplated for the Army. During the war our Hospital Corps was acknowledged to be the best in the world, and that was on account of the splendid development that took place there.

Mr. DARROW. Has the Army adopted this plan?

Admiral BRAISTED. The Army has in their bill something like this scheme. Gen. Ireland came over to me and told me what the Army's efficient corps we had, and stated that he wanted one like it in the Navy. The result is that they have adopted this scheme as outlined in their bill, and if we do not get this bill, as we are always in competition with the Army, we will lose out on that account.

During the war there was a bill, as I remember it, in 1911, which allowed warrant officers, which had been the lowest command grade in their corps, to serve as temporary ensigns; so that these pharmacists have gone over, and now hold the rank of lieutenant, junior grade, and they have been promoted to lieutenants. However, that is temporary. Then, of course, a thing that is not like about that is that they are carried with the list of medical and surgeons. They start over here [indicating], and then to the doctors. That is embarrassing, as they do not like to be a false step, and wish to continue in their own work. Of course, if these ten are not made permanent, then those men will drop back [indicating] because that is the most they can get under the present condition. To be perfectly frank with you, the chief pharmacist who has served successively for 6 years may get the pay of a

ot the rank of ensign. They never would get the rank, which would like to have. Now, the question is, has this been done in corps? No, it has not been done. Has it been done in the line? it has been done in the line, and I have a good many examples at just to show the possibilities or what could be done where the had a chance to pass examinations along their lines. Has it been in the Pay Corps? Yes, and a great many pay clerks have come from hospital corpsmen, and have become paymasters. The master General will say that this is a good thing, and that it bring us the best type of men. If there is to be discrimination, nurse the best men will not want to go into the Hospital Corps, they will go into some other service.

**DARROW.** There is no adequate provision for the warrant r?

**Admiral BRAISTED.** The warrant Hospital Corps man has no adequate provision, because when he comes up here [indicating] in order further up he has got to go into the Medical Corps and pass a al examination. There is, of course, that possibility for him, e can not do it, because when he gets up here [indicating] in to go further he must take six, seven, or eight years of civilian al school training at great expense, now impossible while still service. Then he must also come within the age limit in order to that examination and go on up.

**KELLEY.** That is indicated by the pink diagram?

**Admiral BRAISTED.** That is where he stops.

**KELLEY.** And what you want to add—

**Admiral BRAISTED** (interposing). What we want to add is ensign, lieutenant, lieutenant, and lieutenant commander, stopping lieutenant commander.

**KELLEY.** But your diagram goes clear to the top?

**Admiral BRAISTED.** That shows the rest of them. It was our purpose to make this distinction so you could see it clearly here. Now, is one nice thing about it, and that is if this Darrow bill is put effect as revised it will not cost anything for perhaps 10 years, se the men that are in here [indicating], or about 70 of them, be getting the same pay anyway. There will be no expense

Admiral BRAISTED. That law of 1917 says, in effect, that these men may have temporary promotions in the various corps here to the lowest commissioned grade in there. Now, it happens that in the line the lowest commissioned grade is ensign, while in the Medical Corps the lowest commissioned grade is junior lieutenant, so that some of our men have been promoted under the wording of that law to junior lieutenant.

Mr. KRAUS. That is, under the temporary law?

Admiral BRAISTED. Yes, sir.

Mr. KRAUS. Suppose the temporary law is repealed?

Admiral BRAISTED. Then, they will have to drop back here. Another thing, they can, after serving six years as chief pharmacists, or after serving 12 years altogether, get the pay of lieutenant junior grade and lieutenant, but not the rank.

Mr. KRAUS. Under some circumstances, the enactment of this legislation might not cost anything?

Admiral BRAISTED. It will not cost any money for many years. There will not be anybody in this upper grade of lieutenant commander for a number of years, because there is a time limit. They must serve a certain length of time before they can get up there [indicating]; so that really there is no increased pay under this bill until after about 10 years.

Mr. DARROW. Referring to the line, now, have you a statement showing the percentage of officers who came up from warrant officers?

Admiral BRAISTED. Yes, sir; I have looked that up somewhat. We know that on general principles that there have been quite a number of men that have been promoted from warrant officer grades or enlisted personnel to commissioned rank in the line. Taking the Navy Register of January 1, 1917, you will find that 14 gunners, 4 machinists, and 1 boatswain were commissioned and were at that time lieutenant commanders and that 1 ex-gunner was a lieutenant, 1 ex-gunner, 3 ex-machinists, and 2 ex-boatswains were lieutenants of the junior grade; 4 ex-gunners, 9 ex-machinists, and 2 ex-boatswains were ensigns. You will find further that a lieutenant had had service as a carpenter, and also that two captains had served as paymaster's clerks; that of 14 lieutenant commanders, 8 had had enlisted service and 6 had served as pay clerks, and that of 12 lieutenants, junior grade, 8 had had enlisted service and 4 had served as pay clerks. You will also find that 7 ensigns were promoted from enlisted service. One ex-enlisted man was promoted to lieutenant, junior grade, in the Construction Corps, and 1 ex-enlisted man has been promoted to civil engineer, while in the Medical Corps no one has been promoted, unless he had previously graduated from a class A medical college and served as an interne, which would necessitate at least five years civilian medical or dental training.

Mr. DARROW. It looks as though they were discriminated against.

Admiral BRAISTED. Yes, sir. I dislike to use the words "discriminated against," because that makes it appear as though it was intended to do it, but that is one of the reasons why these men have felt that a little injustice has been done them. There is another line of injustice that they suffer, and that is that in the line men get a certain increase in pay for doing special work, and these hospital corpsmen feel that when they qualify as expert X-ray men or laboratory men, they ought to have the same recognition.

**Mr. DARROW.** When was the grade of warrant officer established in the Navy?

**Admiral BRAISTED.** That grade began with the beginning of the Navy.

**Admiral WASHINGTON.** Not as early as that. It began about 1840, I think. Before that they were called forward officers.

**Mr. DARROW.** Later on it was established in the Hospital Corps, was it not?

**Admiral BRAISTED.** We had nothing in the Hospital Corps until 1898. Before that time we had practically no Hospital Corps worth speaking of.

**Mr. DARROW.** If this bill, or the substitute for it, is enacted into law, as you have already stated, for the present it would not require any appropriation?

**Admiral BRAISTED.** No, sir.

**Mr. DARROW.** That seems to be a very important fact, and I am glad to have it stated so fully. I think you have already stated that pharmacists were temporarily promoted to the grade of assistant surgeon during the war?

**Admiral BRAISTED.** That was just during the war; yes, sir. By the way, I would like to say also at this point that those who were promoted during the war have done splendid work and have demonstrated the necessities and needs that exist for them in these positions although no need has sometimes been used as an argument against them. I do not believe there has been better service rendered by any set of men than has been rendered by these men.

**Mr. DARROW.** Have you taken this matter up with the Secretary of the Navy?

**Admiral BRAISTED.** Yes, sir; as I said, the first thing I asked of the Secretary of the Navy was that he would help me with this Hospital Corps proposition, because they were people who had no one to say very much for them, and because there seemed to be a great need for help in order to develop the corps and make it a better corps. The first thing I asked him was to give me a splendid school, which he did, and to-day we have the best school on that subject in the entire world. It is such an excellent institution that people are visiting our schools now from the various States in order to find out what our curriculum is and what our type of work is. They do that in order that they may establish pharmaceutical schools of the same character. The plan that I outlined to the Secretary was this, that we should afford to a poor boy desiring to enter this service something in the way of a life career, so that when we educated him he would stick with the service. In order to do that, and to secure the best type of men for the service, they must be offered some chance to make something out of it that will be worth while. By way of illustration, this work is just about equivalent to that of a cashier in a bank in a small town; that is to say, it is a very worthy outlook for any young man who is looking for his life work, particularly the type who have enough ambition to push them along, and this is something that he can do without any special influences to support him.

**The CHAIRMAN.** As I understand the purpose of this bill, it is to give to the Hospital Corps commissioned grades?

**Admiral BRAISTED.** To a certain extent.

**The CHAIRMAN.** Up to the grade of lieutenant commander?

Admiral BRAISTED. Yes, sir.

Mr. PADGETT. I understood you to say that that was equivalent to the rank held in the Dental Corps?

Admiral BRAISTED. It will make it about equivalent to the Dental Corps.

Mr. DARROW. What would be the duties of those officers if they were given commissions? Would it result in any change of their duties?

Admiral BRAISTED. No, sir; they would have the same type of duties that exist to-day but more responsibility. For instance, they would be doing service in the supply depots. These men are chemists, and, besides, they do clerical work. They make requisitions, and they do all the listing and accounting work in connection with the enormous amount of supplies that are handled. At the same time they do chemical work, such as testing and things of that kind. Corresponding men on the outside, expert chemists of this type, are paid three or four thousand dollars a year. They must handle largely the clerical and business end of the service, and some of our hospitals are large institutions, some of them having 1,000 beds or more. Many of these men employed on the outside would receive three or four thousand dollars a year.

Under the supervision of the medical officer, they are responsible largely for what you might call the business end of the institutions and, as I have said, they are responsible for keeping the accounts. They keep the books, papers, forms, requisitions, and everything of that kind. They are also men who are capable of inspecting foods, and they must take a course in that sort of work, so that they understand food values. In the Bureau of Medicine and Surgery, for instance, our records and books are handled largely by men of this type who have been for years in the service. We have seen the need for men of this type afloat in the hospital ships. We always need at least two pharmacists on each hospital ship. I have also desired very much to use them with a view to improving and enlarging the duties of fleet surgeons.

Mr. DARROW. These men should be required to do sea duty also!

Admiral BRAISTED. I think we should have at least two pharmacists with each hospital ship, and we should have them assigned to the fleets. We have fleet pharmacists, and I have letters now speaking of the high value of the service performed by these men. In addition to that, we now have an enormous fleet of smaller vessels, such as destroyers, and vessels of that kind, to which we can not assign a high-priced medical officer, or we can not assign one to every one of those ships, but we could have a mother ship with one doctor or two doctors on board, and then we might assign some of these men of splendid type to those smaller vessels. In other words, we could use them on the larger destroyers, for instance, where we would not send a doctor. Oftentimes the excuse is made that there is no room for them, but I think that could be gotten over. I could multiply this statement in many ways, because this is a big field. People generally, or people not familiar with our corps, do not understand how broad this field is or just what duties devolve upon these men.

Mr. DARROW. If that service is not performed by these men, it must be performed by men in the Medical Department or Supply Department?

Admiral BRAISTED. You would have to take the medical officer away from his more important work to do paper work, clerical work, office work, accounting work, and things like that. In a small hospital where we can only afford to have one medical officer, or two at most, we place a pharmacist who acts as officer of the day. He is as the medical officer in everything when on duty, except that he does not treat the sick.

Mr. PADGETT. When you were speaking of these men a moment ago, you mentioned, among other qualifications, those of typists, and men of that kind. Now, the rank of chief pharmacist, with the responsibility of ensign, would be very adequate for the duty of a typist, would it not?

Admiral BRAISTED. It ought to be for that duty alone.

Mr. PADGETT. In other words, you would not want to give one a higher rank and pay than that for performing the duties of a typist?

Admiral BRAISTED. No, sir; we would not like to do that. Of course, these men have been taught to do typewriting in the lower grades, and they still maintain those qualifications.

Mr. PADGETT. When you were speaking of the qualifications you mentioned typewriting as one of them.

Admiral BRAISTED. Yes, sir.

Mr. DARROW. The pharmacists are required to do bacteriological work, are they not?

Admiral BRAISTED. They are chemists, and they are chief assistants in the laboratories. The chief instructor in chemistry in the Naval Medical School is one of these men. These are men of the best type, and they could get four or five thousand dollars easily on the outside.

Mr. DARROW. Have you any information as to what the practice in this regard is in other navies?

Admiral BRAISTED. When I was an observer in the Russo-Japanese war, I studied the methods in those navies. In some of the other navies, the hospital corps men hold commissioned rank. They commission this type of personnel. That is notably true of the Japanese navy where they have for men of this type the commissioned rank

Admiral BRAISTED. I am very sorry that he does not approve it, because I want to be in thorough accord with Admiral Washington, who is the Chief of the Bureau of Navigation, and whose duties relate so largely to matters affecting the officer and enlisted personnel of the Navy. Under ordinary circumstances, even in matters affecting my own bureau, I am always ready to take his judgment, but it has been a large part of the work of my life to develop this particular corps as a thoroughly efficient body of men. I would say now, therefore, that there are differences of opinion in regard to this. One objection, as I understand from the Bureau of Navigation itself, is that there are no specialized or increased duties which these men will have to perform in commissioned ranks, but, as I think I have shown you, men in this Hospital Corps in the junior ratings do not perform these more important duties, but it is only when they get into these higher grades and acquire greater experience that we trust them with such duties. For instance, we have a medical inspector who goes about making inspections of the hospitals and other institutions, and he should always have with him one of these men, because he would be expert in regard to the business end of the institutions. He would be invaluable in connection with the inspection work. These men make financial inspections, and inspections covering the business end of the institutions, because they are familiar with every detail of that work. I think I have shown you that there is a broad field of work, both on shore and afloat, for these men.

Mr. DARROW. They would not come in conflict with any other commissioned officers of the line?

Admiral BRAISTED. I do not think it will work out so. I have great respect for the views of Admiral Washington, but I think that if he will try it, he will find that it will work out beautifully. Another thing they fear is that other noncommissioned grades will desire similar recognition for their corps. I think Admiral Washington is afraid that the master machinists and other people will demand the same thing. It may be that there is something to that that I do not quite appreciate, but I do not think it will make any great trouble. Another point is that if you give these men commissioned rank, sometimes in a hospital one of them will be senior to the medical officer who happens to be in command of that hospital, and it might seem that a commissioned hospital corpsman, on account of his senior position, would, under some circumstances, become a commanding officer, but it will not work out that way in practice, because the duties of these officers are wholly in connection with their own corps and their own personnel. You might say the same thing with reference to dental officers, but, of course, we never have any trouble with the dental officer, because he knows what his duties are. The relation as far as command is the same as that between a medical officer and a line officer.

Mr. BUTLER. Have you observed any conflicts in authority?

Admiral BRAISTED. There have not been any. While, of course, that is something to be thought of, I do not think it will happen for the reasons already stated.

Mr. BUTLER. Could it be provided against by a provision written in the bill?

RAISTED. Yes, sir; it could be put in there. The Army such a clause in their bill, and it is understood that those are no other command or right on account of their rating, connection with their own corps.

B. What do you think of the advisability of inserting it here?

RAISTED. I think it would be a good clause to insert to doubt about the matter.

B. You would approve such a provision?

RAISTED. Yes, sir; it would make it clear. I want to bill, as originally presented by Mr. Darrow, was taken Secretary, and he allowed us to refer it to the Judge General, who has carefully redrafted the bill. That was that it might have careful supervision as to its legal part is the bill that we have approved, and which, I think, the Secretary approves. I think he likes the idea, and but when he finds that I think one way and Admiral another way, he is in a quandary. Admiral Washington is bigger than I am, he has had to side with him.

r. This is the last draft of the bill?

w. The last draft is on page 15 of the book.

RAISTED. The only other objection that I know of that is brought up against this plan is the trouble there would be in sending men to sea. Well, there would not be any particular in getting them to sea; or, at least, I do not think there these men have been to sea a good deal, but, of course, they have important duties ashore. If they did not go to sea, they feel very badly about it. I think the day is coming in when we must take into consideration this greater degree of work on in the naval service, and if we do our work well, in the Medical Corps, then you must make some concessions ashore for men of eminent ability. For instance, in the case of aircraft men and experts in specialties of various kind, it is not time that we should ask on behalf of men who have become indispensable to the service that you relax a little requirement that these men shall go to sea? Of course, these

MR. DARROW. Admiral Braisted, is it not a fact that some of these pharmacists have been teaching junior medical officers in laboratory work?

Admiral BRAISTED. Yes, sir; in laboratory work. The men who get up to those positions are wonderfully fine men, and they are expert men. In the schools, or in the Hospital Corps training schools, these men are full instructors in all lines of work. They are instructors in chemistry and also in physiological work.

MR. DARROW. They are instructors, are they not?

Admiral BRAISTED. They are in the hospitals. Where they have charge of the subsistence, they, of course, receive largely the incoming goods and check them up, inspect them, and report upon them to the medical officer. Sometimes that is done by the junior medical officer. At the supply depot in New York, we have a medical officer in command, with Hospital Corps' men as inspectors. There they actually handle about \$5,000,000 worth of supplies. There they perform very important work, much of it being chemical work. All of that work is done by the pharmacists.

MR. BUTLER. I have presumed to run my lead pencil across this diagram [indicating], and I find above here the ranks of rear admiral, captain, and commander. Now, you would have three grades in this column [indicating].

Admiral BRAISTED. That is right; yes, sir.

MR. PAIDGETT. There is a great deal of phraseology in this bill, and I want to ask you, Admiral Braisted, whether or not, in the event the committee determines to incorporate it, it could be simplified?

Admiral BRAISTED. That might be possible. Of course, the bill has been presented to the Judge Advocate General.

MR. PAIDGETT. I always like to have such things in as simple form as possible.

Admiral BRAISTED. I would be glad to take it up with the Judge Advocate General, and see if it can not be put in simpler form.

MR. BUTLER. How about the duties of these hospital corpsmen? Will they increase in importance after they reach those commissioned grades?

Admiral BRAISTED. Of course, the ordinary duties of hospital corpsmen, up to the pharmacist grade are a minor type of duty—that is, their duties are in connection with the ordinary care of the sick and helping and assisting about patients and doing the cleaning and some office work and things of that kind. But, when we get up to the pharmacist grade, we then, on account of their experience begin to give them these broader fields of action with greater individual responsibility. And as we have not been able from the beginning, since we have started this work, to complete our intentions, we have been forced to give those chief pharmacists this work which we think merits and demands the commissioned grade at least to the extent we are suggesting in this bill. It is not that the work has not been done, but we have been obliged to do it with these men, to carry on our organization.

MR. BUTLER. What I am driving at, Admiral Braisted, is this: if we increased this as written in the bill, for the raising of the commission of these hospital corpsmen, where will their duties differ from those they now perform?

Admiral BRAISTED. They would be along the lines of the more important duties which I have outlined, carrying more responsibility and I am able to place on them at this time because, as I say, I have been obliged to use them in these places.

Mr. BUTLER. You would examine them before you promoted them; what sort of an examination would you give them?

Admiral BRAISTED. If this law goes through, we would like to set up, with the Secretary's approval, an increased examination along the lines of professional work in the laboratories and things of that kind, and in chemistry and also in accounting work in connection with accounting for funds in these enormous expenditures we have in connection with the hospitals, supply depots, and places of that kind. In other words, we would like to give a very high examination to men of that kind. We have used the utmost care in selecting men for this grade. The idea is that only men of real worth will be able to get up here after a trial of 15 or 20 years.

Mr. DARROW. Mr. Padgett, may I ask whether your inquiry of some time ago was predicated on this old bill or this revised edition of the bill?

Mr. PADGETT. On what is in this last bill.

Mr. OLIVER. How would you differentiate the duties of a lieutenant commander in this corps from those of an ensign?

Admiral BRAISTED. Simply that they should be graded up in connection with the responsibility, just as the duties of a line officer or medical officer of low rank. While they are of the same type of duties, they have less responsibility. Now, then, if there should be some one with a rank of lieutenant commander, that would go, perhaps, to a school as an instructor where he has a very almost independent duty.

Mr. OLIVER. The question is, are the duties so essentially different as to justify the difference in rank?

Admiral BRAISTED. Why do you do that in any other corps?

Mr. OLIVER. Why has it not been recommended before for this corps?

Admiral BRAISTED. It seems to me if it is just for me and just for others in the line, who are doing the same duties, the increase in rank

Admiral BRAISTED. I do not think it is unless the duty which they perform demands something of that kind. One complaint these men make when on the advanced duties we have been giving them, in connection with contractors and others, is that they have not the proper amount of the dignity which is conferred by rank to carry on the work as they should. That is one of their complaints.

Mr. OLIVER. I can understand that some duties are so highly technical that there is room for growth?

Admiral BRAISTED. Yes.

Mr. OLIVER. But there is a class of work in which one becomes efficient with less preparation than is required in other lines of work. Take certain mechanical work: You would not want to give the highest rank for purely mechanical work?

Admiral BRAISTED. I think we have measured up here the amount of rank a man should have. I think the education and the capabilities of the different men and the duties we give those men are much more than is ordinarily known. Of course, few people come in contact with them.

Mr. OLIVER. This leads then, of course, to a nurse corps.

Admiral BRAISTED. I am interested in the nurses' corps.

Mr. OLIVER. So am I; and I wish to say Admiral, that the committee who visited Navy hospitals were much impressed with the efficiency of Navy nurses, and we desire to give them adequate pay.

Mr. PADGETT. You recall, Admiral, that several months ago I spoke to you about this pay and rank of the nurses, and we found that the existing law provides that the Navy nurses shall be on the same basis as the Army.

Admiral BRAISTED. Yes.

Mr. PADGETT. And they were being taken care of in the reorganization of the Army.

Admiral BRAISTED. Yes.

Mr. PADGETT. And for that reason no independent effort was made in the Navy, because the existing law puts it on the Army basis.

Mr. BUTLER. How about the new law? I understood this new law, whatever it gave to the Army nurses, it would carry also to the Navy nurses.

Mr. OLIVER. Do you think it is so written?

Admiral BRAISTED. I think it will if broadly interpreted.

Mr. PADGETT. That is what I understand.

Admiral BRAISTED. It will, but it uses three words—pay, emoluments and privileges. Now, when that law goes through and I try to get some of the things that the Army nurses are getting, somebody will say "That is not pay;" "that is not a privilege;" "that is not an emolument;" There is where the trouble will come. The only thing I can do is to watch that bill and to tell you when some wording of that kind is left out and ask you to see that it is inserted specifically in connection with our nurses, that they shall have what the Army nurses have.

Mr. PADGETT. That is what I asked your chief nurse who talked with me about it, to let me know if there is anything to be looked after, and that our committee would be glad to see that the Navy nurses get all they are entitled to.

Admiral BRAISTED. I am watching it day by day to see just what that bill is to cover. And the minute it gets to the point where it is

ough, I would like to come and tell you there is something should be put in to be sure the Navy nurses get all that the nurses do.

MS. How does the general law cover this subject?

BRAISTED. It covers it, Mr. Hicks. It was intended to perfectly, but they put three words in there as I remember privileges, and emoluments, and somebody has got to say thing is an emolument or is not an emolument.

MS. And the general law would cover that and apply it as well as the Army nurses?

BRAISTED. Yes, by the Army bill, and the general law shall have the same pay, privileges and emoluments. But other things that come in.

LEY. What is the status of this Army bill which gives the rights to the Hospital Corps men?

BRAISTED. That, I think, has been approved by the committee and it is in a fair way of going through. It is in fourth bill.

GETT. Mr. Kahn reported the Army appropriation bill in that bill.

BRAISTED. It is in the Wadsworth bill.

ROW. Is that approved by the Secretary of War?

BRAISTED. Yes; it is approved by everybody. I would, Mr. Oliver, under section 8, you asked about the nurses. inserted and the Secretary has indorsed all these provisions after, immediately upon official notification of the death or disease, not the result of his own misconduct, of any one, or enlisted man," and I would like to see those provisions 8 go in for nurses.

VER. I know you are interested.

US. Admiral Braisted, what is the number of commissioned and in the Medical Corps on December 31, 1916?

BRAISTED. About 321 men. We had an allowance of and we had about 321.

US. What was the number of all other men and women, and civil employees, in the Medical Corps on that date, of individuals serving in the department in Washington?

Admiral BRAISTED. I can give it to you for any date you say. In the regular service we have about 600, and in the temporary Navy and the reserve force, still active, we have about 500.

Mr. KRAUS. What is the total number of men you had in the Medical Corps, other than commissioned men, outside of the department, on the 1st day of April?

Admiral BRAISTED. We have none except in the Hospital Corps. That would be, on the 1st of April, about 3,000.

Mr. KRAUS. That is the Hospital Corps?

Admiral BRAISTED. That is the Hospital Corps.

Mr. KRAUS. A moment ago you gave between 1,200 and 1,400 in the Medical Corps.

Admiral BRAISTED. No; that was the Hospital Corps. You asked first about the Medical Corps and I told you we had about 321. Then you asked, as of April 1st, how many we had in the Medical Corps and I told you, regulars we had about 600 and temporary officers and reserves we had about 500, making 1,100.

Mr. KRAUS. We have compared the officer personnel and now I want to compare the other than officer personnel as of those two dates, excluding the department here. If you had none in the Medical Corps on either date, of course, that will be a proper statement. In the Medical Corps I am asking you first.

Admiral BRAISTED. I gave you the figures on the 1st of April of the number of men in the Medical Corps in the whole service.

Mr. KRAUS. And you are including the Hospital Corps are you in that?

Admiral BRAISTED. No, sir; that is the Medical Corps; about 600 regular officers and temporary and reserve medical officers, 500, which makes 1,100.

Mr. KRAUS. I think I am not making myself clear. I want to compare the commissioned personnel and the noncommissioned personnel as of the two dates in the Medical Corps.

Admiral BRAISTED. We had 321, as I said, in 1916. To-day we have about 600 in the regulars.

Mr. KRAUS. And 500 reserves?

Admiral BRAISTED. And 500 reserves and temporary officers.

Mr. KRAUS. That is commissioned?

Admiral BRAISTED. Commissioned medical personnel.

Mr. KRAUS. Now take the noncommissioned personnel.

Admiral BRAISTED. The only noncommissioned medical personnel we have are the hospital corpsmen.

Mr. KRAUS. In other words, there are no noncommissioned in the Medical Corps?

Admiral BRAISTED. There are no noncommissioned personnel in the Medical Corps.

Mr. KRAUS. Now, let us have those figures, comparatively, in the Hospital Corps on the two dates I have mentioned.

Admiral BRAISTED. In 1916, I said we had about 1,200 or 1,400, and to-day in the Hospital Corps we have 3,500—about 4,000.

Mr. KRAUS. Let us have the comparative figures of the number of noncommissioned personnel you had in the department in Washington on the two dates.

Admiral BRAISTED. We have the clerical force; do you want that?

Mr. KRAUS. The gross number in the department as of those two dates.

al BRAISTED. As of 1916?

RAUS. As of 1916 and April 1, 1920.

al BRAISTED. In 1916 the clerical force, not including the Corps, not including commissioned officers—

RAUS. Do not include any individuals included in any other figures you have already given.

al BRAISTED. We had not over 30, and to-day the approximates for civil employees in the department runs about 60.

RAUS. These figures disclose the entire personnel of every character you had at those two dates, whether commissioned or commissioned?

al BRAISTED. Yes.

RAUS. These are the comparative figures?

al BRAISTED. Yes; the comparative figures.

RAUS. In other words, you had at the most 1,751 individuals in this service in 1916?

al BRAISTED. Something like that.

RAUS. On the 1st day of April, this year, you had 5,160, or less as many?

al BRAISTED. Yes, sir.

RAUS. With an officer personnel of approximately only twice number of individuals you had on December 31, 1916?

al BRAISTED. Yes, sir; that is based on this: We had a Navy personnel of about 58,000 in 1916; we have now an actual personnel (that is to base the Medical Corps on, because we have the Marine Corps with it) of perhaps 120,000. Our estimates for a Navy of 143,000 and a Marine Corps of 27,000. That is why we are full to-day, this personnel of ours would be for a standing personnel of about 165,000 or 170,000—something. It happens it is not full just at present, but we hope it will be, the reserve force we had we are holding, of course, only until the 1st of July. They are going out every day: they go out all the time. In other words, just at the present our total might be just a little more than the actual number in the beginning, don't you see. I think I see what you are at: you want to contrast how we were in peace time with war

from the war, and this is the most difficult course, we have a great many hospitals, big ones that are left over from the war.

Mr. OLIVER. So that you are treating a large number of war cases!

Admiral BRAISTED. And a much larger number now than we would ordinarily in peace times and than we will, perhaps, as time goes on.

Mr. KRAUS. I believe that Mr. Oliver suggests a better reason for this situation and very abnormal number of the Medical Corps than the Admiral does; but we must also consider, I take it, this is true, it is a temporary situation you have now?

Admiral BRAISTED. Yes.

Mr. KRAUS. And now you come along here and ask for an increased personnel.

Admiral BRAISTED. No; I have not asked for an increased personnel.

Mr. KRAUS. If you advance the men to higher grades you will fill up the lower grades?

Admiral BRAISTED. No; I have not asked for an increase of that part at all; I have asked to create these new places.

Mr. KRAUS. And then the lower places will be filled up?

Admiral BRAISTED. They will be filled; yes.

Mr. KRAUS. Therefore you will have an increased personnel.

Admiral BRAISTED. No; because we are only allowed so many all told.

Mr. KRAUS. Hospital corpsmen?

Admiral BRAISTED. Yes.

Mr. KRAUS. But if you take 85 men, and that is what it is contemplated doing, out of these warrant ranks and give them commissioned ranks, why, you are going to take 85 men in either the enlisted or warrant ranks, are you not?

Admiral BRAISTED. In a general way, yes; but if you consider all the medical officers and the hospital corps men, no, because we are limited to exactly a percentage on those and we can not have any more.

Mr. KRAUS. Including the commissioned personnel?

Admiral BRAISTED. If the Navy has been brought up to full strength and if you include all the Hospital Corps—that is what it says—it shall consist of so many.

Mr. KRAUS. The commissioned personnel, the authorized number, is based upon a different section of the law, is it not?

Admiral BRAISTED. We have no commissioned personnel authorized.

Mr. KRAUS. That is what you want.

Admiral BRAISTED. I am trying to get it, but I am not asking for any increase in the numbers; that is, we can get along. As those men go along and do their duty, I want to ask for a commissioned status for 80 men of the Hospital Corps. It is a very small number anyway.

Mr. KRAUS. Are you sure that construction won't be put on the law if this number you want is authorized? Is that your present limitation of the Hospital Corps?

Admiral BRAISTED. We have no commissioned. We are limited to one-half per cent.

one-half per cent of 170,000?

Admiral BRAISTED. No, of the authorized strength.

Mr. KETTNER. One hundred and thirty-seven thousand.

Mr. KRAUS. He covers also the Marine Corps in the Hospital Corps.

Admiral BRAISTED. Yes. That will make it 1 to 2,000 men, on the average.

Mr. KRAUS. If you limit it 1 to 2,000, that will lessen your authorized strength, will it not?

Admiral BRAISTED. If you count this in, of course if the Hospital Corps embraces the whole corps, it won't make any difference where they are, whether we are high up or low down or where they are.

Mr. KRAUS. According to the present law, as I understand it, you are entitled to  $3\frac{1}{2}$  per cent of approximately 170,000—almost 6,000?

Admiral BRAISTED. We should have, when they are full, about 6,000 men.

Mr. KRAUS. You are really proposing, then, to lessen the authorized strength of the Hospital Corps under this 1 for each 2,000?

Lieut. DICKENS. That is the commissioned-officer personnel.

Mr. KRAUS. Oh, yes, that is right. If you are going to let these men go as high as lieutenant commanders, why not let them go to admirals?

Admiral BRAISTED. That is just the point we brought out. You give them the rank for the responsibility and I think, as I said before, that we have given a just rank for the responsibility that these men have. I think that should be the rule in giving rank, anyway.

Mr. KRAUS. Then if you let them go to admirals, it would not be long, would it, until they would insist upon having a separate bureau, too?

Admiral BRAISTED. That is always a possibility. That is what the dentists sometimes think they would like. But it depends upon you gentlemen to stop it.

Mr. KRAUS. I have not been here very long, but I do not see much of anything stopped.

Mr. KELLEY. In place of section 11 here, Admiral, in case we conclude to do this, why could we not put in a short section simply providing it shall be the same as the Army—just a short section?

Admiral BRAISTED. For the nurses?

Mr. KELLEY. No; for the Hospital Corps.

Admiral BRAISTED. Oh, yes. You will have to say, if you want to do that, the same as provided for the Hospital Corps of the Army.

Mr. KELLEY. Why can not you prepare just the language for a short paragraph, saying it shall be the same as the Army?

Admiral BRAISTED. The only thing I have to say about that is it shall compare with the corresponding grades up as far as lieutenant commander.

Mr. KELLEY. Then, instead of having so much language here, you can reduce it to four or five lines.

Admiral BRAISTED. Yes; we might do it very easily if the Army bill had reached a final stage.

Mr. KRAUS. You have a number of men in the service now who have come up from the Hospital Corps and who have practically the rank of assistant surgeons, have you not?

Admiral BRAISTED. We have.

Mr. KRAUS. And it is a rather anomalous situation?

Admiral BRAISTED. That is just what I have been trying to tell you.

Mr. KRAUS. Have you disposed of that in this legislation?

Admiral BRAISTED. I have.

Mr. KRAUS. You have disposed of it providing we give these other ranks.

What were the total number of patients you had in all hospitals on December 31, 1916?

Admiral BRAISTED. Between 2,000 and 3,000.

Mr. KRAUS. Can you give it closer than that, or put it in the record?

Admiral BRAISTED. That is pretty near it.

Mr. KRAUS. And what number did you have on April 1 this year?

Admiral BRAISTED. About 4,756.

Mr. KRAUS. Put in the exact figures on these dates, please. How many beds did you have available on December 31, 1916?

Admiral BRAISTED. We had, in 1916, about 2,000 or 3,000 beds.

Mr. KRAUS. Put in the exact figures. How many had you available on April 1, this year?

Admiral BRAISTED. About 12,000 beds. That does not mean those used. We have 12,000 beds, but we are not using all of those.

Mr. KRAUS. You do not need all of those?

Admiral BRAISTED. No, sir; we do not now need all of those. We are utilizing them for other purposes.

Mr. KRAUS. So far as your organization is concerned, are you not going to make some disposition of these surplus beds, so that you do not have to maintain them?

Admiral BRAISTED. Those are put in stock, to issue as the years come.

Mr. KRAUS. I think you misunderstood my question. I mean in hospitals available for use.

Admiral BRAISTED. They can still be used; that is, the hospitals are gradually emptying out. Take the Great Lakes; at the Great Lakes we have a 2,000-bed hospital. We have there to-day 800 patients. During the winter we left that stand a little bit, because we expected epidemics. Last winter we ran up as high as 2,000, I think it was. Then we are dismantling gradually, as we see they are not needed, and those go into store, into stock, and they are either given to the Public Health or stored for use at some future time. And then for those temporary hospitals, we are making use of those for storehouses and various purposes—trying to make use of them in some way. Of course we have placed a great many hospitals out of commission and taken the stock and turned it in. For instance, in New York, I have a storehouse full of stock. There were a number of hospitals there and they have all been dismantled and put out of commission. Every hospital has been put out of commission except just what is needed now.

Mr. KRAUS. Take the temporary hospitals for which you have no use at this time: Are you salvaging those structures?

Admiral BRAISTED. Yes, sir; keeping those in the best possible condition.

Mr. KRAUS. By salvaging them, I mean disposing of them for the highest price they can be disposed of.

Admiral BRAISTED. These are very well built and most of them will be needed; that is, the expansion is so enormous, we will use a great many of them to round out the institutions. For instance, where we have not homes for the nurses, some buildings are used for them; or where we have not homes for the officers, some buildings are used for them as warehouses. It is not something you can tear down or give to anybody or do anything else with, because they are all built on our own compounds.

Mr. KRAUS. You had, to illustrate what was said here a few months ago, before the war beds available not to exceed 3,000?

Admiral BRAISTED. Yes.

Mr. KRAUS. You expanded to 12,000. You have not use for that total number of beds now, but for the structures that were in use during the war you are managing to find some use?

Admiral BRAISTED. Trying.

Mr. KRAUS. Trying to find some use for them, just because you have the structures?

Admiral BRAISTED. And because they are on our own compounds. My Army built out of wood. Those will not rot and go down, but they will stay.

Mr. KRAUS. And you will spend money in their use and maintenance?

Admiral BRAISTED. No.

Mr. KRAUS. You will spend some money?

Admiral BRAISTED. A little, yes.

Mr. KRAUS. Just because they were put up to meet an emergency?

Admiral BRAISTED. Yes.

Mr. KRAUS. You are trying to find some use disproportionate to the requirements prior to the war?

Admiral BRAISTED. No. If it is not possible to use them, we simply shut them up and let them stand, but I think we can make use of most of the things we have to the advantage of the Government. It is one of the economic things I rather pride myself on, too. They are built on our own property. For the war we had many things that we needed which Congress gave; that is, to round out

as the Public Health and to the War Risk, people under the

Mr. KELLEY. I would like to ask just one question with reference to this draft, if you will turn to it. We provide in section 2 for taking over about 1,200 into the permanent Navy from the temporary and reserve forces and a proportionate number in the Staff Corps, except that the Medical and Supply Corps are both entitled to such additional numbers as are necessary to make up the full quota of officers in those corps. I understand by that language you would be authorized to fill up the Medical Corps with permanent officers from the reserves on the basis of 137,000 men?

Admiral BRAISTED. To the extent that you make the size of the Navy. If that is 170,000, it will be based on 170,000, but we will only have the regular number that will go with the size of the Navy that Congress makes.

Mr. KELLEY. In other words, legislation will authorize only 1,200 to be taken into the line.

Admiral BRAISTED. Yes, sir.

Mr. KELLEY. That would not stand of the officers for the line.

Admiral BRAISTED. Yes.

Mr. KELLEY. But that is removed as to the Medical Corps and you are allowed to fill up your full quota of doctors?

Admiral BRAISTED. Yes.

Mr. KELLEY. Although the line officers are not taken in to that same extent. Why is that not?

Admiral BRAISTED. The reason is that is that they base on the actual number of officers. We have found, in our work, estimating it for years and years, and the Army has found the same thing, that we need about 7 officers for every thousand troops. That might seem a little large; but, as I have explained to you before, many of the places are scattered where we have 300 men or 20 men and you have to have a medical officer. Now, then, a 20 years' review has shown the normal number is about seven per 1,000. We are allowed six and a half and the Army is allowed six and a half—I think just the same thing. So that whatever number you give, we will never have more than our proportion of what you give. You do not have to think about that. If you give 100,000 men, we will only have six and a half for each 1,000; if you give 170,000, we will have only six and a half for each 1,000—whatever you make it.

Mr. KELLEY. The thing I had in mind was this, that the line did not ask for that while you are asking for it.

Admiral BRAISTED. At the time this legislation was asked for, I called Admiral Blue's attention to it and told him what a wonderfully fine thing it would be for the line if they had the same thing; if they would get busy and think a little bit and suggest what their organization demanded they could have this thing done once for all, and instead of having this hearing once a year you would know every time you increased the Navy so much you would have a percentage increase in the line.

Mr. KELLEY. In the case of the line, it might be more difficult to get the officers who were qualified.

Admiral BRAISTED. It may be.

BY. It might dilute the Naval Academy graduates to  
 ent it would not be safe.

BRAISTED. If they could not get them, they would not

BY. Even if they could get them, it might be possible to  
 y from the outside that it would not be safe.

BRAISTED. And it might not.

BY. But with the line, taking only 1,200, I was not quite  
 mind whether, if you were allowed a proportionate num-  
 e into the Medical Service as permanent officers, that  
 e sufficient without removing the limitation and allowing  
 your full quota on the whole authorized strength of the  
 s and Navy?

BRAISTED. We are shy just a little, about a half a per cent or  
 , on  $6\frac{1}{2}$  per thousand. Of course we won't have any more  
 hich is allowed proportionately with the number which  
 at is, you do not have to worry about it. We will never  
 ore than just this proportionate number to the number of  
 service. I think that is the most beautiful piece of  
 hat has ever been passed, because it is perfect and com-  
 I always wished the line had the same thing, because  
 urs and hours that go on, year after year, of this sort of  
 might go on quickly and easily by simply looking back  
 how much of an officer personnel we need to so much  
 onnel. And once settled and absolutely known, every  
 ried the enlisted personnel, the officer personnel, without  
 es with it.

BY. Is the number of officers in the Medical Corps based  
 orized strength?

BRAISTED. Yes; based on the authorized strength.

BY. The number in the line is based on the actual strength?

BRAISTED. Yes; but I am not certain.

BY. Why should that difference be made?

BRAISTED. At the time it came up, we were about to get  
 then, I think, and we felt we had to get to work to get  
 together, and it was based on the authorized strength.

Admiral BRAISTED. If you will allow us 6½ per thousand for the actual number of men in the service, that ought to satisfy our needs, providing we can get them, and provided you do not expect to expand the Navy in the immediate future.

Mr. KELLEY. This proposed legislation goes very much beyond that, when it allows you to fill up the quota.

Admiral BRAISTED. Yes, it allows us to fill up on the authorized strength; that is right.

Mr. KELLEY. Is the purpose of that to fix it so there will be no demotions in your service as it stands at the present time?

Admiral BRAISTED. Do you mean that is the immediate purpose of it? That is an incidental purpose.

Mr. KELLEY. I understand demotions, of course, would discourage doctors and probably drive more of them out into private life.

Admiral BRAISTED. Yes.

Mr. KELLEY. And simply increase your difficulties?

Admiral BRAISTED. Yes.

Mr. KELLEY. And is it the purpose of this to so arrange it that the doctors can hold their present ratings?

Admiral BRAISTED. Yes; we had such a purpose in our minds and if this is not done we will lose many more medical officers by resignation.

Mr. KELLEY. But it would have that effect?

Admiral BRAISTED. It would have the effect; yes.

Mr. OLIVER. Suppose we pass the law giving rank to hospital corpsmen, will you have some doctors with lower rank than the hospital corpsmen?

Admiral BRAISTED. We would in time, probably.

Mr. OLIVER. Will you not within six months from now?

Admiral BRAISTED. Of course this law brings them in as ensigns and we would not have any above medical officers, I think, to start with. In any event their status to medical officers would be the same as medical officers to line officers in connection with rank and command.

Mr. OLIVER. You would not, then, within six or twelve months have lieutenant commanders in the Hospital Corps?

Admiral BRAISTED. No, we would not have them for some years; we would not have any lieutenant commanders in the Hospital Corps for some years.

Mr. OLIVER. So you would not be confronted with this condition, that some officer now in the Medical Corps would be outranked by those you ask commissions for in the Hospital Corps?

Admiral BRAISTED. I think not, sir. Their duties would not be the same.

Mr. OLIVER. What effect hereafter will it have on your getting capable men into your corps, if when they come in they understand pharmacists will have higher rank?

Admiral BRAISTED. I believe that every profession should be considered equal. I look on the scientist of any kind, if he is a high-type man, as fully the equal of the doctor; that is, if a man is a high-grade chemist, or a high-grade doctor, or a high-grade any other sort of a scientific man, he is on the same plane. Now, if that pharmacist has the qualifications and education and all that should go with

high-type man, the doctor that comes in should not feel badly if he is younger.

Mr. OLIVER. Let me ask you the plain question: A man who is a skilled physician of experience is ordinarily supposed not only to have the pharmacist training but he has studied many subjects that pharmacists are not required to master.

Admiral BRAISTED. Perhaps the pharmacist, and when you think that in a broad sense, yes, it is true, because the requirements for medical education have been so increased lately. But there is no reason why a pharmacist of the very highest type, a graduate pharmacist, should not have the same amount of information and knowledge and education. In the Navy the commissioned pharmacist would have years of naval experience to his credit.

Mr. OLIVER. I think they are very high-type men.

Mr. DARROW. May I suggest here that from my knowledge, the pharmacist of the highest type studies very many things that the physician does not, and that they go into a different field. Frequently a physician has to go to the pharmacist to find out about the chemical action of certain things that he does not know himself and never went to.

Admiral BRAISTED. They dovetail pretty well. The pharmacist is also a skilled chemist. The doctor is not a skilled chemist. He knows something about it. And neither is he a skilled pharmacist or a chemist. And while I think, in general, the medical profession this time happens to be on a higher basis, as Professor Vaughn has said, that greater demands are made on them than any other profession at this time, yet I do not think there is any reason why every profession, having the same amount of general education, should not have the same standing.

Mr. KELLEY. Instead of increasing these grades, Admiral, could it be arranged by increasing the pay without increasing the grades and accomplish what you want?

Admiral BRAISTED. Yes, except you know they are in contrast with the Pay Corps and the line who may possibly get these ranks and, therefore, they feel discriminated against.

STATEMENT OF DR. F. E. COOK, PHILADELPHIA, PA.

Dr. COOK. Yes; I was in charge of that unit from the start of our college and made a special study of naval conditions. We cooperated very closely with the Navy Department, with the Army Corps, with the Bureau of Medicine and Surgery, and followed in cooperation with them, a certain routine touching the medical training of the Hospital Corps. We also had a unit at the college, in charge of the corps men, who was very closely associated with what the college was doing to assist the Hospital Corps.

Mr. KELLEY. How many students have you in your college?

Dr. COOK. About 500.

Mr. KELLEY. How old an institution is it?

Dr. COOK. It celebrates its one hundredth anniversary next year, in 1921.

Mr. DARROW. I will ask you to go ahead and make a statement as it applies to this.

Dr. COOK. I might attempt to explain the question I was asked a few minutes ago about the education and status of the pharmacist in comparison with the medical man. I think that the pharmacist and medical man work side by side. The physician initiates the service; the pharmacist is his associate. There is no attempt to have him initiate work of a medical type. Therefore, in that sense, the pharmacist occupies a different position from the physician but which we are proud and very glad to occupy.

About 20 years ago, the medical education in this country was practically on a parallel with the pharmaceutical education. There was a very rapid advance in the standard for medical education due to the stimulation, probably, of the Rockefeller Institute and certain other institutions. Pharmacy has not advanced so rapidly, but there has recently been a decided awakening in pharmacy.

The American Pharmaceutical Association and the National Association of Retail Druggists and the National Pharmaceutical Association, have all agreed upon improving the education of the pharmacist (this is now being carried out in a large number of institutions to the full extent). In a few years all first grade schools will require 4 years of high school for entrance to the colleges and 4 years of training in a university (or college of equal standing), paralleling in every way, the best scientific courses in the country. But I do not say that every college has not, as yet, required that full course, although there are a number of colleges that are making it a prerequisite for graduation in pharmacy to-day. Even to-day, therefore, there are pharmacists who are being trained, I think, to be equal to most medical men. In some States the medical man requires a premedical course of two university years, followed by four years of technical training.

Mr. KELLEY. You take a high school graduate into your institution and you graduate him in pharmacy in how long?

Dr. COOK. In our institution, at the present time, we graduate in four years. The expectation is that our advance will be to three years in a short time, and we hope that in another few years, we will require five or four years of college training for graduation. We now offer a postgraduate course on top of our present two-year course. This is not required only by the State boards at the present time, but is paralleling the State boards. Our institution is not quite

of some universities that are heavily endowed by their State fore, for financial reasons, we are not able to require four years of all of our men, until it is also required by the State boards. We have a definite program of advancement which we are expected to follow and, at the present time, to cover the situation, we have a third year postgraduate course and a fourth year postgraduate which gives a bachelor of science degree. So that we have our own institution who are graduates in a four-year course, a three-year high school preentrance requirement and are the type of men who are expected to be commissioned as hospital corpsmen in the Navy.

MR. LLEY. I presume the great body of pharmacists that go into the Navy have only a two-year training beyond the high school? MR. K. That is true, but the Navy anticipates that by providing training for the pharmacist in chemistry, bacteriology, and other work required of the hospital corpsmen, these men will be qualified for commissions in the Navy.

MR. LLEY. So that eventually he would not be more than two years behind the doctor in training?

MR. K. At the beginning perhaps this would be true, but as they advance in their work, say in 15 years, we believe the Navy will have men in every way paralleling the grade of educational men. The situation is very difficult, as I think you will find.

MR. LLEY. A man who has had a four-year university course in pharmacy is attached strongly to the Hospital Corps at the present time; with advanced ratings, in my estimation, will induce some of them to come into the corps with this advanced training. At the same time the Navy is compelled to take in men who have had that training, but is trying to train them, and they will continue to do this to a certain extent, but some men who have had advanced training, I am confident, will subsequently join the Hospital Corps especially if they have the opportunities for advancement in this bill.

MR. LLEY. Take a man who had had four years' training in your branch and goes out and gets a little experience, about what

men and competent men, and even if you do not give this rank, as in the past, some will come in; but I believe you will hold those men now in the service and be able to attract more of good grade if you approve this advanced rank, which, in my opinion, and from the standpoint of the advance in civil pharmacy in the United States, is very deserving. Civil pharmacists have been much incensed that there has not been recognition, of an adequate type, by the Army. Now, the kind of service rendered by the Navy pharmacists has so impressed the Army that Dr. Ireland, Surgeon General of the Army, is supporting a bill for a similar corps in the Army. He talked the matter over with Dr. Braisted, and is attempting to secure for the Army practically what Dr. Braisted is asking for the Navy. Dr. Ireland tells me that this bill has received the approval of the Military Affairs Committee of the House and of the Senate, and also of the General Staff, and it is included in the present Army reorganization bill.

It would therefore be a shock to the civil pharmacists of the United States, if the naval corps should not be given the same place now assured for the Army, when the naval corps really set the pace and demonstrated in this country the importance of this corps and this line of work. Of course, I am speaking from the viewpoint of the civil pharmacist.

Mr. OLIVER. Would it be well to require certain qualifications for those who apply for this corps?

Dr. COOK. The civil pharmacists are very desirous of seeing a high requirement for the men who receive this commission.

Mr. OLIVER. You say there has been heretofore no real requirements for this corps in the Navy and that very fact—

Mr. KELLEY. You mean legal requirements?

Mr. OLIVER. No educational requirements, as I understand, to enter the corps. They take them in first, you may say, as apprentice pharmacists.

Dr. COOK. The civil pharmacists have rather resented that regulation; in fact, if you consult the Edmond's bill and exert effort the pharmacists have made to get recognition in the Army, you will see set forth very high standards for a pharmaceutical corps; yet personally, I really think you will find that the situation which both the Army and the Navy face, is that, if you make prerequisite requirement correspond to a university education, then all of those who fail to have these qualifications when they enter the Navy are debarred from advance and opportunities for which the Navy can train the men while in the service.

Mr. KELLEY. Do you think the Navy will be prepared to give the training which you give in your school?

Dr. COOK. What has been suggested is that an arrangement be made so that men who demonstrate special ability will be given the opportunity to receive special courses while in the service, and thus qualify themselves for the advanced ratings. As I have talked with members of the corps and members of the Army Medical Service, those now in the service are bitterly opposed to any ruling which would make a prerequisite for a commission a four-year course in a high school and four years in a standard university, since this would immediately debar all men now in the corps and make eligible only those who may come in later.

**KELLEY.** I do not think there can be two opinions in so far as sending an invitation to the men who graduate from a school of nursing. But now, unfortunately, we have not adopted that in the Navy. Whether or not we should change it so as to make men of that qualification in is a question.

**BOOK.** What seems to me to be a wise procedure, if it is feasible, is to grant the opportunity to young men who enter the corps and their ability to receive the necessary education while in the corps, to be fully equal to that obtained by the man who is a graduate of a four-year high school and a four-year qualified pharmaceutical school. Of course, the college man should be given some recognition when he enters the corps, and he should not be required to start at the bottom, but be allowed to enter at a higher rating and then be promoted proportionately as he proves his worth.

**KELLEY.** As a chief pharmacist?

**BOOK.** Certainly.

**KELLEY.** Is there any reason why we should give to the Pay Corps the rank of rear admiral and captain and not likewise give it to the Hospital Corps?

**BOOK.** That is one of the things that the pharmacists believe is unfair; men in the Pay Corps can secure a rank that the pharmacists have not been granted.

**DARROW.** In view of what you say as to the high qualifications of the men, and the fact the importance of this work is now demonstrating the necessity of extending their special course to four years, it seems to me when you make this change we ought, in full justice to the profession of that kind, to give the same rank as is given to the Pay Corps. I can see no reason why you should hold them down to the rank of lieutenant commander and give to the man, who can qualify in the same way as the pharmacist, by studying and selling goods, the rank of rear admiral.

**BOOK.** If I may express an opinion there, I am frank to tell you that a number of pharmacists have bitterly opposed this bill because it does not go high enough. They feel there should be much more recognition given them. Personally, having met men in the Navy and seen the situation from the inside, I feel we should be satisfied with the recognition until the corps has still further demonstrated

Lieut. DICKENS. That the commissioned officer of the Hospital Corps shall have and exercise command only in his corps. That is, if he is senior in his corps to the pharmacist, naturally so.

Mr. KELLEY. But as between him and the medical officer, the medical officer is supreme, or as between the dentist and the medical officer, the medical officer is superior in authority, regardless of his stripes?

Lieut. DICKENS. Yes, sir; just the same as it is on board the ship. You take a lieutenant, junior grade, in command of a gunboat, or a lieutenant; should there be a two-and-a-half-stripe medical officer or a two-stripe medical officer, he must be under at all times the line officer and the executive officers, on down. He never assumes command of that vessel, regardless of where he may be.

Mr. BUTLER. There is one man supreme on the ship, and that is the captain of the ship, and everybody is subordinate to him, no matter what corps. His great rank makes all others subordinate to him.

Lieut. DICKENS. Yes, sir. He may be an ensign, and every other officer—he being the chief line officer—is subordinate.

Mr. BUTLER. But suppose the chief officer on the ship had the rank of a lieutenant and the hospital corpsman had a rank of lieutenant commander, or the dental corpsman—

Lieut. DICKENS. Or Pay or Medical.

Mr. KELLEY. Keep them all in the same service; keep the dental and the pharmaceutical.

Mr. BUTLER. Yes. This Pay Corps is a little one and they are all in the line. Now, then, are we just going to have one long line, known as the Medical Corps, and put the hospital corpsmen in with them?

Lieut. DICKENS. They will be, as you see here, a part of the Medical Department, but separate and distinct.

Mr. BUTLER. That makes it a separate corps?

Lieut. DICKENS. It is a separate corps, the present Hospital Corps, but part of the Medical Department, and comes under the jurisdiction of the Surgeon General.

Mr. BUTLER. Therefore, it seems to me it would be proper to give to him the same rank as the Pay Corps would have or the Medical Corps would have, and it might get you into a conflict.

Lieut. DICKENS. They would have the same relative position toward the medical officer as the dental officer has, or the staff now have toward the line. In all cases, the medical officers would be senior officers, regardless of the fact of seniority in rank.

Mr. BARROW. Lieutenant, when you take these men in and require them to have two years' service before they would be qualified, what do you do with your naval service?

Lieut. DICKENS. The Hospital Corps of the Navy is so distinct and separate from anything in civil life that we have to educate them even when they are graduates of the Philadelphia College of Pharmacy, which Dr. Cook represents. We have to take them in the Navy and put them in one of the hospital corps training schools. It is the policy of the Bureau of Medicine and Surgery, and the Surgeon General requires that, because those men, while they may be excellent chemists or may be excellent pharmacists, do not know anything about nursing and caring for the sick; they do not know anything about getting property for the medical officer, and they do not know

anything about getting the different requisitions filled that have to be prepared and inspected, so that they have to be placed in one of those schools.

First, he goes to the naval training station. There he learns this naval training and a little bit of the military element of the Navy. And as he comes on up in the course he gets more military. He goes primarily to the hospital schools to get that end of it. Then he goes from there to the hospital and is required there to demonstrate in a practical manner the work he has had in the Navy and that which he has learned. Then after that he goes to sea. He serves at sea for some years. Then he comes back and he goes to the naval operating base at Hampton Roads. We have an advanced school established down there. There is where we teach X ray, dietetics and commissary, administration and chemistry and pharmacy along special lines. And then he goes still further than that. This man is taught bacteriology to a certain extent. He is not taught bacteriology to the extent he can replace any medical officers. Of course, no attempt is made to do that. The medical officers are supreme in that field. But he is taught bacteriology to the extent where he can be the first right-hand man to the medical officer, and so also with the X ray and all the instruments and appliances that are used.

Mr. KELLEY. Suppose we put in a proviso like this:

*Provided, That at all times officers so commissioned in the Hospital Corps shall be subordinate to the officers in the Medical Corps of the Navy, irrespective of their relative ranks?*

Lieut. DICKENS. That is perfectly proper, I think.

Dr. COOK. I am very sure that is the principle which is recognized. There have been pharmacists who have asked more than that, but I am very sure that no other understanding would be desirable.

Lieut. DICKENS. You take the naval pharmacist. He must be a qualified chemist, because he must take every drug, every surgical instrument, every piece of fabric that comes into the Navy, passes through the hands of a representative of this Corps at the supply depot, or a sample of it does, and it is there analyzed as to whether it conforms to specifications and also to the pure food and drugs act. All of those things come under the category of the naval pharmacist. Under the jurisdiction of the Medical Corps of the Navy to-day.

(The subcommittee thereupon took a recess until 2 o'clock p. m.)

#### AFTER RECESS.

(The subcommittee reassembled at 2 o'clock p. m., pursuant to the asking of recess.)

#### STATEMENT OF ADMIRAL WASHINGTON—Resumed.

Mr. KELLEY. Now, Admiral Washington, we will be very much obliged to you if you will tell us what you think about this proposition which we were considering this forenoon, section 11 of this bill, relative to giving commissioned rank to the Hospital Corps.

Admiral WASHINGTON. It seems to me that the effect of this bill would be to establish a new corps in the Navy which is practically a fore-going corps. I can see very little use for these men, after they

become ensigns, junior lieutenants, lieutenants, or lieutenant commanders, for sea service. I believe the best interests of the Navy are served by confining the Navy to what is really a Navy proper, that is a seagoing Navy. At the present time the tendency seems to be to build up the shore establishments, and I have been fighting that and opposing it all I could. We are constantly getting demands for additional officers or additional men here and there on shore. It makes it harder for the operation of the Navy, because our officers and men are limited in number. I look at this in the light that it practically amounts to taking a considerable number of what might be considered available officers or men for service on board the ships and confining them almost solely to shore duty. Certainly I, as Chief of the Bureau of Navigation, would never send many of these men, with a very limited scope of duties, to sea service if given the rank the bill calls for. The more rank you give an officer in some respects, the more he is limited in scope, the less generally useful he becomes. The rank is a deterrent to efficiency in that respect.

I think this bill provides for the establishment of a separate corps to be known as the Hospital Corps, and for the commissioning of persons qualified, as specified within the bill, not to exceed 1 for each 2,000 of the total authorized number of officers and enlisted men of the Navy and Marine Corps, in the ranks of ensign up to and including lieutenant commander.

The Bureau of Navigation is of the opinion that the sanitation of vessels and of stations, the organization of sanitation units, and of Hospital Corps men attached to vessels and stations, have been amply and efficiently performed under the direction of the medical officers of the regular service. The medical officers of the regular service must, even if a separate Hospital Corps is legislated into existence, still accept the responsibility and be given the authority to supervise the work of the members of the above-mentioned Hospital Corps. It would, therefore, seem that the creation of a separate corps is unnecessary and that duplication of work, authority and responsibility, with large increase in expense to the Government, would ensue upon the formation of such separate corps.

The Bureau of Navigation has consistently opposed the granting of rank, which always carries increase of pay, without corresponding increase in general authority and concrete responsibility, and does not consider that there is any place within the organization of the Medical Corps which could be filled by the creation of a new separate Hospital Corps. The bureau will not oppose, but, in fact, will support, the commissioning into the regular Medical Corps of pharmacists, pharmacists' mates, and hospital corpsmen, who may be qualified for such commissions.

Mr. KELLEY. Will you give that last again, please?

Admiral WASHINGTON. The Bureau of Navigation will not oppose, but, in fact, will support, the commissioning into the regular Medical Corps of pharmacists, pharmacists' mates, and hospital corpsmen, who may be qualified for such commissions.

Mr. KELLY. What do you mean by that?

Admiral WASHINGTON. I mean that they should be absolutely on the same ground as other persons in the Navy, enlisted and warrant. This bill proposes that they should be made into a separate type and

class. Dr. Cook, this morning, as I understood him, suggested that we would be likely to get people who had graduated from his school with two years and four years instruction. I know that we have no chance for getting that class of men to which he referred, and I should oppose very strenuously the original enlistment of men in the rating of chief pharmacist, pharmacist or pharmacist's mate, first class. Those ratings should be left open to the enlisted men to come up through in the same way that they have done in the past, and is now the case for all other branches of the naval service. No man who is a college graduate or a high school graduate and has finished a two or four years' course in Dr. Cook's school is going to enter the Navy as an enlisted man in the lowest rating and then stand simply a chance of promotion up. I do not think it is reasonable to expect that.

Mr. BUTLER. I think they would expect to be commissioned at once.

Admiral WASHINGTON. Then that, Mr. Butler, would bar the field for promotion for the enlisted men, who are not graduates of such schools.

Mr. BUTLER. Then I may be mistaken about that.

Admiral WASHINGTON. My understanding of it was that Dr. Cook said that if this bill should pass we should get a class of pharmacists, etc., and hospital corpsmen such as those two and four year graduates such as his school turns out.

Mr. KELLEY. You read this twice, but I did not quite get the effect of what you said you would be willing to do at the end.

Admiral WASHINGTON. Governor, we have doctors in the Navy now who came up from the ranks in the same way that boatswains, gunners and carpenters and others have come up and become lieutenants and lieutenant commanders.

Mr. KELLEY. How did they get their medical training?

Admiral WASHINGTON. They were deserving men, and they applied themselves and got it. Any deserving man who want to take examination for boatswain or gunner or carpenter or any other rating or warrant has got plenty of officers to help him, push him along, and give him assistance.

Mr. KELLEY. If a pharmacist wants to take a medical course, in addition to his regular work, there are opportunities offered for him to do that, are there?

Admiral WASHINGTON. I should think that every doctor with whom he is associated would give him a helping hand. I have seen shipmates with a doctor who came up from an enlisted man, a most excellent man, and a man that I had every confidence in. He was senior surgeon of my ship, and I had no fault to find with him professionally or otherwise.

Mr. KELLEY. Under the present law no man could obtain a commission in the Medical Corps except a graduate of some medical college?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. Would you recommend that the law be changed?

Admiral WASHINGTON. That law should be changed. It is not right. It was recent law, and there is no sufficient reason for it. If we are going to give privileges to warrant officers, as we were discussing yesterday, and put them in a class where they will be given

opportunities to go above others, why should we bar the doctor out; that is, the pharmacist from becoming a doctor? I do not consider the profession of medicine and surgery such as a deserving young man who has the applicability and the determination, could not in the course of time—and by course of time I mean two, three, four, or five years—prepare himself to pass the entrance examination and perhaps become an able doctor. Then he would be absolutely on the same plane with the other warrant officers.

Mr. KELLEY. I do not know of any State in our section where they permit a young man to go into the medical profession except upon graduation from a college. I do not know of any place where they are allowed to take an examination, as they used to, before the State board, without being college graduates. If that requirement is necessary for a doctor in civil life, why should we make a lesser requirement in the Navy?

Admiral WASHINGTON. I would not make a lesser requirement. I would not make a requirement at all, but I would simply remove the bar, and let the man have a chance. I have been shipmate with doctors who came up from the ranks, and they are good men. There is no reason why they should not be.

Mr. KETMER. In other words, as I understand you, if an enlisted man qualifies himself to take the examination before the Navy medical examining board, you think he should be permitted to enter the Navy as a doctor.

Admiral WASHINGTON. Yes.

Mr. BUTLER. No matter where he came from, or whether he be a graduate of a medical college or not?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. That is contrary to everything that we have been doing in the line of medicine in the whole country for years.

Admiral WASHINGTON. You remember there were a great many frauds committed in the various States, and they tried to cure it. Down South we have or had a great many colored doctors.

Mr. BUTLER. I usually agree with you in everything, but I am afraid that men will get into this Medical Corps that you and we all take such great pride in, and some would be the sort of doctors that we ought not to have.

Admiral WASHINGTON. There will not be many able to qualify, but only the very good ones. I do not think that any board of Naval surgeons is going to pass an unworthy man. When he comes in, I think he is going to qualify all right.

Mr. BUTLER. We expect to have as civilians medical attention from these men who have been graduated from these medical institutions where they have had every chance and have gone into the hospitals perhaps for two years. I think we call them internes, do they not?

Admiral WASHINGTON. Yes.

Mr. BUTLER. And when they come out into the field as doctors we have great confidence in them, and I would like to see the men of the service have just the same sort of treatment.

Admiral WASHINGTON. I have not the slightest doubt, Mr. Butler, but what the Surgeon General would place sufficient restrictions on these newcomers to make them absolutely aboveboard in all respects. He would not admit an incompetent man.

Mr. BUTLER. We always had Admiral Braisted to sit on the lid.

Admiral WASHINGTON. I do not know of any class of people who have a higher respect for their profession than those of the medical profession, and I believe they would guard it in every respect, but I do not believe it is right to bar deserving and capable enlisted men out. Some of them are keen, bright fellows, much interested in their work.

Mr. BUTLER. They can not go to college because they do not have the means, some of them.

Capt. WILLIAMS. They could go to the Navy Medical School.

Admiral WASHINGTON. There are ways in which they can do it. They have done it in the past, and they can do it in the future.

Mr. KELLEY. After we properly organize the schools in the Navy by which these men could get a regular professional medical education, that would be one thing, but to have them go up along the line of correspondence schools and such work, as doctors——

Admiral WASHINGTON. I did not refer to the correspondence schools in that way. I meant the preliminary education. We have a great many men who take those correspondence courses, and that prepares them for something else. I have been on board ship where the Hospital Corps people were allowed regularly to go ashore and get the benefit of this night schooling at the medical schools, and day schooling also whenever practicable and requested.

Mr. PADGETT. Admiral, I do not think there is a State in the Union where a citizen can get a license to practice medicine unless he is a graduate of a recognized school.

Admiral WASHINGTON. I imagine that is very correct.

Mr. PADGETT. Now, then, if that is true, would it not lower the standard of the medical profession in the standing and estimation of the world if they admit a man to the degree of doctor in the Navy and hold him out as such that did not meet that standard and did not have that requirement? In the past a man on the outside could go into a doctor's office and could devote himself to study, but, however much he might study, he could not get in until he had passed through these training schools or medical colleges. In civil life a great many of them are driving to a four-year course.

Mr. BUTLER. They are now in the universities.

Admiral WASHINGTON. He would not be any worse off than a lawyer who had to pass an examination before the State bar association before he could practice.

Mr. PADGETT. Certainly.

Mr. BUTLER. I think in our State we require all men to go through a regular course in a law school before they can come to the bar.

Admiral WASHINGTON. My desire in this thing is to remove the bar from these enlisted men or warrant officers whom yesterday we were very earnestly discussing—

Mr. BUTLER. I most thoroughly appreciate your fine democratic feeling to help these men along. There is no one who has a better appreciation of it than I have.

Admiral WASHINGTON. None of us would care to have anyone operate on us in whom we did not have every confidence, but circumstances sometimes arise where we can not get that very qualified man.

Mr. BUTLER. You can get him here, can you not?

Admiral WASHINGTON. Nobody would give the Medical Corps of the Navy a higher recommendation than I would for what it has done in the past and the improvement it has made. When I first entered the Navy the Medical Corps was not at the standard that it is now, and one of the last men to lower that standard would be myself, but at the same time, Mr. Butler, I do not believe that the number you would admit in this respect would be such as to lower that standard to any very great degree, and as the matter would rest entirely, I say, with a board composed of medical officers of the Navy, it is still up to that division of the Navy to maintain the high standard. All that I am contending for is that the bar be removed by which these men are discriminated against. They are not discriminated against in any other corps in the Navy, and I do not believe it is right to keep them out of this. I do not think it is right to establish another shore-going corps, but if Congress chooses to do so, that is outside of my authority.

Mr. PADGETT. Would you say that a man was discriminated against in civil life because the law in every State requires that he be a graduate of a medical school?

Admiral WASHINGTON. The laws of those various States do not apply to the Navy.

Mr. PADGETT. Would not every State discriminate against them? It is not discrimination; it is a course of requirement of preliminary training.

Admiral WASHINGTON. My principal objection to this bill, boiled down, may be said to be against the establishment of what is practically a shore-going corps and call it a part of the Navy. I do not want that established. We have too many shore-going people now, and I do not see that any medical officer is going to be relieved of any of his duties or responsibilities by having somebody with perhaps a longer title filling the job that he did before but under another name. I do not think there is any field for the use of a commissioned pharmacist in the case of the Navy above what corresponding grades in other warrant ranks have. We have struggled for years to keep all on the same basis because that tends to contentment and efficiency. Here comes along an effort made to break away from this well established and excellent practice. First we established boat-

swains and chief boatswains, and then we took up the gunners and others, and last we get to pharmacist so as to run them all along in the same parallel as to rank, pay, and corresponding class of duty. There is not so much desire to pass this bill inside the naval service as there is outside. I think that the pressure to pass it comes more from outside the Navy, and the Navy does not need the bill.

Mr. KELLEY. What is the maximum pay, Admiral, for a warrant pharmacist?

Admiral WASHINGTON. The pay of a lieutenant, and he gets pay according to his length of service. Now all warrant officers are on the same basis as to pay—but this bill disestablished that similarity of pay among them.

Mr. PADGETT. I think we put that in the act of 1916?

Mr. KELLEY. How much would that amount to in money, that is with the average warrant officer pharmacist?

Admiral WASHINGTON. It amounts to \$3,120 in pay, plus allowances per year.

Mr. KELLEY. There would be a couple of bogys called for?

Admiral WASHINGTON. It might be four. It is \$200 per month as base pay.

Mr. KELLEY. What do you mean by \$200?

Admiral WASHINGTON. That is the pay he draws as a lieutenant, \$166.66 as lieutenant, junior grade. A lieutenant's pay is \$2,400 a year, and if he has 20 years' service, he gets \$3,120, which is exclusive of his allowances.

Mr. KELLEY. How much would it all amount to for the average man? Would he be entitled to the pay of a lieutenant?

Admiral WASHINGTON. Well, it would amount to \$4,200, or close to it.

Mr. BUTLER. Do any pharmacists draw that much money?

Admiral WASHINGTON. Not now, because they are not up in that grade by length of service.

Mr. BUTLER. That is where they are only temporary.

Admiral WASHINGTON. They have not the length of service as yet to get it, but as soon as they get the service, they get that pay, and the same is true of boatswains, gunners, carpenters, and machinists. There is no difference between them at present. This bill would, however, put the warrant ranks of the Medical Corps in a higher paid rate than other warrant ranks.

The field to be covered at training camps, navy yards, camps of instruction is not by any means so wide or so disconnected that there is a room therein for a commissioned sanitary corps. I understand the work contemplated is to be largely of a sanitation character. The use of such an officer on board ship is not only unnecessary but undesirable. Therefore I say that it will be a shoregoing corps and the Navy doesn't need any more shore people.

Mr. BUTLER. Do the pharmacists go to sea?

Admiral WASHINGTON. I mean the lieutenant, or lieutenant, junior grade, or lieutenant commander, pharmacist, has no place aboard ship, and as Chief of the Bureau of Navigation in charge of the personnel of the Navy, I am convinced of that. I would not assign one with the grade of lieutenant commander to any ship on sea duty. His rank would put him out of place, absolutely out of place. The question of rank for these men, I believe, is a very

serious factor there, and I am not willing to concede that it would not be a very discordant thing, very discordant. I do not believe that the dentist and the pharmacist (if commissioned as lieutenant commander or higher) are going to willingly at all times submit to being subordinate to the doctor, and the time will come when the question will arise.

**Mr. KELLEY.** Suppose some dentist with the rank of lieutenant commander should attempt to assert his right of superiority over a medical officer with the rank of lieutenant, and that controversy should come to you, what would be your decision?

**Admiral WASHINGTON.** That would be a matter that would probably go to the Judge Advocate General, but I think that the dentist would be the senior. If it is a question of rank, and a navy yard had quarters for only one, and the dentist and the doctor were both applying for them, the doctor being the lieutenant, and the dentist the lieutenant commander, I have not any doubt that the dentist would get them. I do not think that matter has been brought up to the department. Congress gave these officers actual rank. I have not examined it very closely, but I do not think there is anything which makes them subordinate. There is a law which states that officers of these various grades and ranks shall take precedence according to the date of their commission when on boards, or things of that sort, and if a dentist was the senior member of a court-martial by virtue of his rank, and the doctor, who was junior to him, was the next man, and the doctor swore the witnesses of the court claiming this right as being senior, I believe the court would be invalidated.

**Mr. KELLEY.** Then if we provided in the bill that the rank in one branch of the service meant one thing, and rank in another branch meant a different thing and a lesser thing, that would be a sort of contradiction of terms?

**Admiral WASHINGTON.** Governor, you would have all sorts of disturbances. You would have something that I hope will not be

You remember a short time ago we established the Dental Corps. As I recollect it, the highest rank established was lieutenant commander. The appointees were junior lieutenants, and the next year or so they came up to Congress for more, and what is it now? They get the pay of a commander and a captain. As I said, my sympathies were entirely with the warrant officers in their efforts to better their condition, and I want to help them, but when they ask for too much for the good of the Navy, I feel it my duty to step in and do what I can to thwart it, and as I said yesterday, I do not believe it is right and just for Congress to legislate into the Navy a number of warrant officers of the grade of lieutenant commander, a grade that they had never held and never been commissioned in, and never been examined for. In the same way I say I believe that the establishment of this corps is not right, because the Navy does not need them. The use of such an officer on board ship, as I stated before and I repeat it most emphatically, as a lieutenant commander or lieutenant as a hospital corps man, is not only unnecessary but undesirable. There are now a sufficient number of medical officers of the regular service to properly perform all the duties pertaining to the health and sanitation of the navy. This duty has been well performed and I see no reason for changing it. It is not believed

that that corps or the Navy itself is to any degree in need of assistance from any special commissioned corps. The Bureau of Navigation has consistently opposed the granting of rank and pay without any corresponding increase in professional attainments, authority, and responsibility. It is repeated and emphasized that the formation of a special commissioned sanitation corps in the Navy is a waste and an unjustifiable expense; and such a corps, once authorized, can not be fully utilized. It may be quite different in the Army and there they may be useful.

Mr. KELLEY. Admiral, it has been urged here that if the Army does this and the Navy does not, that the superior advantages in the Army will dissipate the Naval Hospital Corps.

Admiral WASHINGTON. I do not think so, Governor.

Mr. KELLEY. Why would it not have that effect?

Admiral WASHINGTON. I do not know, of course, what the requirements are in the Army. I am quite familiar with what they are in the Navy. The Army is a shore-going institution entirely. All of their work is ashore, with the exception of a few transports. The Navy is supposed to be, and up to the present time is, so far as the line is concerned, 75 per cent at sea. Now, why do we need this shore-going corps? I call it a shore-going corps because I can see no occasion for these people going to sea. I talked to Dr. Braisted to-day, and I told him frankly that I saw no occasion for them being ordered to sea, and he stated, in substance, that they might do well on small vessels, or better than nobody on such small vessels. That I concede. Any man with a slight knowledge or a great knowledge of his job is better than no one at all in case of emergency.

Mr. KELLEY. As a sort of medical officer?

Admiral WASHINGTON. Then why not have a medical officer. I have a large number of these warrant officers occupied at the present time, in these ranks—that is ensign, junior lieutenant, and lieutenant. I look at the list at a hospital and see 40 or 50 medical officers there, and I want to detach some of them and send them somewhere else, where they may be needed, and I pick out John Smith, say, and order him somewhere else, but he can not go because he is not qualified for the other duty. We can not take him because he is not a qualified

Mr. OLIVER. What are some of the most important officers that you have on a ship? Are they not electricians?

Admiral WASHINGTON. I should say that first come the machinists as the most important and necessary.

Mr. OLIVER. In other words, you could not run the ship without them?

Admiral WASHINGTON. No, sir.

Mr. OLIVER. So, if one was entitled to special recognition, you would have to include them?

Admiral WASHINGTON. I would consider, first, machinists, second, boatswains, and third, gunners, as the necessary life of the ship as a battleship.

Mr. KELLEY. You mean, Admiral, that if we extend this recognition to pharmacists, the machinists could logically come along and say that he was entitled to have a corps of his own?

Admiral WASHINGTON. There is not the shadow of a doubt about it; and if he came, I should say, in the estimation of the Chief of the Bureau of Navigation, he would be as much entitled to it, or more so. The necessity for the machinist is greater by far than that for a pharmacist.

Mr. BUTLER. Would it not be the beginning of another Engineer Corps?

Admiral WASHINGTON. It has already begun, Mr. Butler. We do not wait for the beginning; it is already here.

Mr. OLIVER. Have you reason to believe that this class of men in your service might resent the extending of rank to a corps of this kind without giving it to them?

Admiral WASHINGTON. I beg pardon?

Mr. OLIVER. Have you reason to believe they would consider it an injustice if rank was extended to the Hospital Corps and not extend it to them?

Admiral WASHINGTON. Just before I went down for lunch I was approached by one of our former warrant officers, who is now here before the committee, and he told me that "here they were striking with no real service for much more than we are after 15 years' service." At the start of this bill it gives to pharmacists more than to men who have been in an established warrant rank for possibly 75 years past.

Mr. KELLEY. Under the present law, is there any way that the gunner or machinist can get into the line of the Navy?

Admiral WASHINGTON. Not only is there a law for it, but almost yearly we are taking them in. There are many already in.

Mr. KELLEY. Then what you say you would have to do for these officers in case you did this for the pharmacist, you are already doing?

Mr. BUTLER. That is through the line of the Navy.

Admiral WASHINGTON. They come right up. They have passed the required examination, and they go right up in promotion just as I do. They are absolutely on a parity with myself. There is no distinction between the method in which an admiral makes his commission and that in which a boatswain passes on up the line and becomes a captain or an admiral. There is no distinction made, and that is why I say that the medical is the only corps in which the enlisted man is barred, and he is not barred because of any inefficiency on his part, but just simply shut out from it because not a graduate of a medical school. As I stated a little while ago, I have been shipmate

with a doctor who has come up from the ranks, and there are other doctors whom I have been shipmate with, in none of whom have I greater confidence than in this man who has come up through the line of the Navy.

Mr. KETTNER. You would let him operate on you?

Admiral WASHINGTON. Yes, sir; most unquestionably. I have every confidence in him.

Mr. KELLEY. I do not believe we can open that door, Admiral.

Admiral WASHINGTON. It is a closed door, Governor.

Mr. KELLEY. It is universally closed.

Admiral WASHINGTON. That is for the committee. I do not question that, sir.

Mr. KELLEY. I want you to have the best men in the country.

Admiral WASHINGTON. I would not for a moment endeavor to add anything which would in the slightest degree pull down the high standard of the Medical Corps.

Mr. BUTLER. All these line officers, including these warrant officers, are run on the same book?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. As I understand, this is putting an additional track on the roadbed.

Admiral WASHINGTON. It looks so, a sort of diverging track.

Mr. BUTLER. And you think that the gunner and the carpenter would ask to have another track put on the roadbed?

Admiral WASHINGTON. Next year, if not this year.

Mr. PADGETT. Suppose that the warrant officers, the chief warrant officers and others, for length of service, were given the pay of lieutenants, as some of these warrant officers are given in the other line, would that remove any of the inequity?

Admiral WASHINGTON. Mr. Padgett, at the present time all of the warrant officers are on the same basis, all of them. Now, the chief pharmacist on appointment gets the pay of an ensign; after six years that of a junior lieutenant; after 12 years that of a lieutenant. After he has been 12 years in the service he is certainly on probably his third five years, and if he is on his third five years he gets \$3,120 plus his allowances.

Mr. PADGETT. He gets his three full years after 15?

Admiral WASHINGTON. When he becomes chief pharmacist, with the rank of lieutenant, he has probably gotten 20 years. There are none now because they have not been in the service that length of time. That same thing applies to all the other warrant grades and the commissioned warrant grades, all of them.

Mr. PADGETT. All of them had the benefit of the 12 years?

Admiral WASHINGTON. Yes, sir. For the past 50 years, we will say, this question has remained in abeyance, but a short time ago, I do not remember how long—you probably remember it better than I—Congress passed an act giving them the position of pharmacist and chief pharmacist, and putting them absolutely on the same basis with all the other warrant officers.

Mr. BUTLER. Every one.

Admiral WASHINGTON. Yes. Theirs, I think, has been the most recent of all.

Mr. PADGETT. I think that was in 1916.

Admiral WASHINGTON. It was the most recent of all.

Mr. PADGETT. Or perhaps during the year 1917.

Admiral WASHINGTON. And they are the first to come and demand this. That was in 1916.

Mr. PADGETT. It was passed, and then we amended it in 1917.

Admiral WASHINGTON. Whatever pay may be given them is a matter with which I have no real concern. I hope Congress will be just as generous as it desires, but I think it is most unwise to saddle onto the Navy what amounts to practically another shoregoing corps. As Chief of the Bureau of Navigation, I hope the committee will not do it. It will be building up a shore establishment. I would not say that 80 per cent of these men would be ashore, but I think that would probably be not less than that number of them that would be performing shore duty. As long as I remain Chief of the Bureau of Navigation under no circumstances would I consent to send any of these men with the grade of lieutenant or lieutenant commander on board ship. There is no place for him. If the Surgeon General claims that they would do well enough on the hospital ships, or rather small ships, perhaps we might use them just as we are using them now; but under the present conditions, the question of rank, using them on a small ship, is not a deterrent to them in any way. If we make them lieutenants or lieutenant commanders, then we have got another complication, and those complications are most unsatisfactory, from the commanding officer down. It is a constant source of trouble, the question of rank.

Mr. BUTLER. Yes, it is; I know.

Admiral WASHINGTON. And I hope that the committee will bear that in mind. If the committee chooses to increase their pay, that is another matter, and I hope they will be, as I stated, as generous as they desire.

Mr. KELLEY. You would not ask that their pay be different from any of the other warrant officers, then?

Admiral WASHINGTON. No, sir; I hope the committee will bring them all along in the same way. If a boatswain or gunner has served 30 or 40 years, as many of them have, 30 years anyway, I hope the committee will not put a pharmacist who has served 6 or 8 years, or 10 years, at a higher rate of pay than that man who has been with us for 30 years.

Mr. BUTLER. Now, as I understand, a warrant officer, if he is promoted to ensign, lieutenant, or lieutenant (junior grade) has other duties to perform than those which he performed when he was a warrant officer. He has additional responsibilities, and becomes a line officer and performs all the line duties?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Of a professional man in the line?

Mr. KELLEY. Is there anything else that any member wants to ask the admiral about on this Hospital Corps? If not, we will close. Admiral Braisted, did you want to say something?

Admiral BRAISTED. I appreciate all that Admiral Washington has said, but I would like to tell you how the Hospital Corps feel about it. In regard, for instance, to pharmacist from the outside; Dr. Cook, who is representing them here knows, and I know that the pharmacist schools would like to take their graduates and put them immediately into commissioned grades. That would ruin our whole Hospital Corps. Our idea, as I told you this morning, is to take a fine young

in the lower rating, educate him, and let him, on account of efforts and the work he does, gradually get promotion in the Hospital Corps, so that a man would be willing to stay, and if he remains in the corps we would perhaps make him a pharmacist, and then prepare him for the graded promotion up, because we all feel in this line that we want to take our men and promote them and have them make a life work of it. Pretty soon, if the other was done, if we let in the graduate pharmacist as an officer, they would all come to the top, and there would be no room for the poor boy who started at the bottom and we could not get good material for the enlisted men.

2. OLIVER. How many pharmacists would come in as pharmacists, first class?

Admiral BRAISTED. It would depend on how many wanted to come. Graduate civilian pharmacists might come in as pharmacists' mates, first class.

3. OLIVER. How many, about?

Admiral BRAISTED. It would depend upon the number who would be allowed proportionately in the pharmacist mate, first class rating.

4. OLIVER. In other words, suppose that the pharmacist course extended four years and then he enters on that course, organized according to the ordinary college requirements, how many young men graduating with qualifications like that would be willing to go into the Navy at the grade you speak of?

Admiral BRAISTED. Probably a great many of them would be willing to do that, but we would not want them to do it.

5. OLIVER. I mean as apprentices.

Admiral BRAISTED. We had 16,000 during the war, and prior to the war about 1,600 in the whole corps.

6. OLIVER. You can not judge by the war. The conditions are different now from what they were during the war. They had to come into the Army or go into the Navy, and you had a great many that were studying law or studying medicine in other places who came right into the Navy or the Army, but that is no way to go by, how many came in during the war. How many graduates from a school like that, especially one with an extended

does not begin to compare in breadth of education with a man that we take and bring up until we call him a pharmacist.

Mr. KELLEY. Is his education broad enough so that he can train himself, and become, as a matter of fact, so expert that you would be willing to take him in as a doctor?

Admiral BRAISTED. That is another point. That man, when you take and educate him that far, has reached the time of life when he has met every requirement to go into the Hospital Corps. He is not going in anything else. A medical man will have to qualify himself for a doctor to-day. We take only men who have graduated from a six-year course, practically. There is not one of this type of men who can possibly do that. So that when you bring this man up to that point, it is closed to him. As the Admiral says, I would be perfectly willing to have them come up, if they could possibly pass the examinations, but they could not pass it. There is no possibility of it.

Admiral WASHINGTON. What I contend is that we could open it to them and give them an opportunity, and if the Surgeon General wishes to present such a broad examination, I believe some of them could qualify in medicine or surgery in three years.

Admiral BRAISTED. Where are they going to get the time to study?

Admiral WASHINGTON. You give them special courses here in these schools.

Admiral BRAISTED. You give all that, Admiral Washington.

Admiral WASHINGTON. Admiral Braisted, we transfer people to ordnance and other classes, and we kept them two or three years at it. Can we not get assistant surgeons? The proposition made to me yesterday, Gov. Kelley, was this, and it comes from Dr. Braisted, that we take them from the Naval Academy after two or three years down there. If we take a midshipman, after two year's study at the Naval Academy, then say, "You are going to be a doctor. Go over there and study to be a doctor—"

Admiral BRAISTED. But do you know what it presupposes? That presupposes that he has his two years in the line at the Naval Academy, and he gets the Navy touch, and then he takes a course of four years which is provided at some class A medical college somewhere, so as to fit him for the profession of doctor.

Admiral WASHINGTON. But he has that same Navy touch, the same Navy training by being an enlisted man for a short time while he is coming up.

Mr. KELLEY. This seems to be a case where the doctors disagree.

Admiral BRAISTED. He can not possibly pass the examination.

Admiral WASHINGTON. I want to agree with the Surgeon General in this thing, because it concerns him more properly than it does me, but if you look at it straight, there are two points, a nonessential shore-going corps; and, secondly, how am I going to use them aboard ship in the personnel?

Admiral BRAISTED. I do not want that, but I do want you to see that the situation is absolutely different from what it was in the days gone by. If you, for instance, are able to guide their work, and they could stay where they could take the medical course, under the old conditions, of two years, with night courses operating or something of that kind, they managed to get through, and some of those men have made good but there are not many. You can not do that

educational demands and restrictions of to-day, nor can we men who would be able to go and take the course. Suppose you want to take a four years' course, and you put him back on active service somewhere. You see you could not do it.

LEY. I am inclined to think you are entirely right about that. As far as I am concerned, we would not want to open up positions for doctors, except graduates of medical colleges.

MR. BRAISTED. You see, a paymaster's clerk comes up because of doing the same line of duties, and passes through the whole work. These men simply come here [indicating diagram] and they have got to stay.

LEY. We are very much obliged to all of you for helping this.

MR. ADMIRAL, is there anything about section 4 that you want to call attention to?

MR. WASHINGTON. This section arranges the details for taking officers referred to in the previous section, especially with reference to the grades of ensign and junior lieutenants, which is for the carrying out of the act.

LEY. It provides that they shall not come in under 35 years

MR. WASHINGTON. Above 35 years of age.

LEY. Above 35 years of age, 38 years of age as chaplains, 40 years of age when appointed to the Medical Corps.

MR. WASHINGTON. That is to give the Government a reasonable proper length of service after they enter, and also put them in a position possible about in a similar situation to graduates of the Academy arriving at those grades.

LEY. What is the effect of the first proviso, in plain

MR. WASHINGTON. Say that a man is 40 years of age. Under the act he would be barred above 35, and will have to come in as a junior paymaster's clerk. Now, if he has had 5 or 10 years' service previous to entering the service as a junior paymaster's clerk, then we contemplate giving him the benefit of that service, therefore extending his age to 35 by the length of service he has already had when he entered the service, and he would there-

Mr. PADGETT. You count the total service that he has rendered, but he may have been paymasters' clerk for three years, and he may have been out two years, and then come in for a couple of years, and then go out two or three years in business, and then come back again, and if you had all the time that he was in, you would probably be taking in some men 45 years of age?

Admiral WASHINGTON. There would be very few. That old class of pay clerks is pretty much all gone, or else they are now commissioned and their status is already fixed.

Mr. PADGETT. We gave all those old clerks about a year ago an opportunity to come in?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And they did not come in. Now, what is the use of extending it 10 years now to take care of another type? When we put the pay clerks in the service, we gave them an opportunity to come in and to qualify as regular pay clerks under an enlisted status or commissioned status or warrant status in the Navy. They did not come in. But now, after they have gotten years and years older, a man might be 45 years of age now, who would come in under this provision and stay in 19 years, and go out on three-quarters retired pay.

Admiral WASHINGTON. There would not be very many anyway, Mr. Padgett; I think a very limited number.

Mr. PADGETT. If there are so few of them, what is the use of encumbering the legislation with it? Why not leave it out?

Admiral WASHINGTON. There are some that are still with us in the service that have been possibly five, six, or eight years continuously in the service, since they had an opportunity of being continuously in the service, since we passed the act establishing them in a permanent status.

Mr. PADGETT. They are in the Navy now?

Admiral WASHINGTON. Yes.

Mr. PADGETT. This does not apply to them?

Admiral WASHINGTON. Yes; this would give them the benefit of their prior service, the previous service they had had, so that if a man is now paymaster's clerk —

Mr. PADGETT. This provides for the fellows who come in, not for those who are already in.

Mr. OLIVER. Suppose we limit this to those who are now in the Navy.

Admiral WASHINGTON. We do not wish to exclude those who were not with us at the time of the passage of the act.

Mr. PADGETT. But a fellow might be a paymaster's clerk in the reserves, or a paymaster in the reserves, and by permitting him to come into the Regular Navy up to the age of 45 years gives him the benefit of retiring at 64. Now, if there are very few of them, it is better to keep them out than it is to put that sort of legislation in.

Commander McCAIN. It is necessary for the pay clerks that we have now in the service, to leave that provision in there.

Mr. PADGETT. Are they in the Regular Navy?

Commander McCAIN. Yes, sir; this refers to such pay clerks and chief pay clerks who are permanently in the Navy, and it permits the appointment of those who are temporary chief pay clerks and pay clerks.

VER. Did they come in in order to get promotion during the

J WASHINGTON. Yes, sir; if we demoted them, they would not pay clerks.

UNDER McCAIN. This refers to people who are now in the old hold temporary positions.

DGETT. Let me read this. "That officers appointed under foregoing provisions," in those three sections. That would those 1,436?

UNDER McCAIN. Sections 2 and 3.

DGETT. Now, what I am coming to is this. That relates temporary service and to the reserve service?

J WASHINGTON. Yes, sir.

DGETT. Now, then, you may take a pay clerk in from the up to 45 years of age, and if he has heretofore been in and not now in the Navy, not now in the Regular Navy, he would be the Regular Navy under this legislation up to the age of

J WASHINGTON. Yes; I think you are right.

DGETT. And retire at 64?

J WASHINGTON. Yes, sir; that is correct.

DGETT. Now, what I am talking about is that taking a man who is not in the Regular Navy and giving him a promotion benefit of prior service is very different from taking a fellow who is not in the Regular Navy now.

J WASHINGTON. How would it do to add, after the words "uses of officers," the words "now in the service"?

DGETT. Now in the regular service?

J WASHINGTON. Well, some are in the temporary service.

ALLEY. Well, they are in the Regular Navy?

J WASHINGTON. They are regular pay clerks.

DGETT. Who are in the Regular Navy?

ALLEY. The pay clerks in the regular Navy.

J WASHINGTON. That would cover it.

TILER. Where would you add those words?

J WASHINGTON. After the word "officers."

Mr. KRAUS. I am speaking of the men covered by this. This covers everybody.

Admiral WASHINGTON. We are speaking of pay clerks, because those are the only ones that are affected by this. The other fellows are all entitled to it, because their service has been continuous, the other warrant officers.

Mr. PADGETT. Nobody has irregular service except the pay clerk, and to cover his irregular position, and to give him regular employment, a regular status, we changed the law some seven or eight years ago, and gave him a permanent status in the Navy. I do not have any objection to that. What I had reference to was the fellow that has been out of the Navy and not in the Regular Navy, and has come back.

Admiral WASHINGTON. I agree with you. I think it is proper to exclude them.

Mr. KRAUS. Does this only apply to pay clerks? I notice you use the disjunctive, "who have rendered prior service as paymasters' clerks, or as mates, or as warrant or commissioned officers." Those are all disjunctives, and does it not apply to all classes, this language you use? It is very muddy to me, and I can not understand it.

Admiral WASHINGTON. If you remember, right after the Spanish War, we had no authorization to appoint some of these fellows as warrant officers.

Mr. KRAUS. But you are still using the disjunctive, "or as warrant or commissioned officers in the Naval Service." I want to see what your purpose is so I will understand it. I am not here indicating my views on it at all. I want to see what you are trying to accomplish by the legislation.

Admiral WASHINGTON. We want to give all these fellows the advantage that they would have had, had their service been continuous in one rating as pay clerk, paymasters clerk, or mate or boatswain or gunner.

Mr. KELLEY. Some of these warrant officers are 45 years of age. Would this limitation shut them out?

Admiral WASHINGTON. It would shut them out.

Mr. KRAUS. As a matter of fact the limitation of 35 years is not expected to be made effective at all? It is not a limitation at all, is it, when you consider the provisos? Apparently you are going to commission men who are only 35, 38, or 40 years of age.

Admiral WASHINGTON. Very few would be taken.

Mr. KRAUS. As a matter of fact, under this language, it will be possible, and you intend, to commission in these ranks, of course, if qualified, men as high as possible, of almost retiring age?

Commander McCAIN. Very few of them.

Mr. KRAUS. But it is a fact just the same?

Admiral WASHINGTON. They would be entitled to retirement under the existing law. The principal thing is that if this man is 60 years of age, we want to give him the advantage of his previous naval service which he has had, and which he has not been credited with. If he is chief boatswain, or chief gunner, or paymaster's clerk, or pay clerk, and he is 60 years of age, under the present law, he is entitled to retirement. This does not give him anything in the way of retirement, except to allow him to come in with the position of lieutenant, or perhaps give him a little higher rank than the rank he holds now. It gives him the benefit of promotion.

Mr. KRAUS. I think I understand everything you have said here, but that was not the thing I was calling attention to. I just wanted to see if I understood that language. This would permit a man who is now, we will say, 45 years of age, to come in, and if I understand this provision, really any man up to the limit absolutely of retiring age is going to be admitted under this provision?

Admiral WASHINGTON. Yes.

Mr. KRAUS. As a matter of fact, this language, instead of being repressive, when we take the whole section together, it is rather expansive, is it not?

Admiral WASHINGTON. Yes, sir.

Mr. KRAUS. Is the language clear, however, to express its purpose, in the words, "to the extent of such prior service?" I can not understand exactly what is meant by "prior service."

Commander McCAIN. You take the people who are coming in and to whom we are applying this. They number 2,407 officers, disregarding the reserves. Of that 2,407, 236 senior ones are old warrant officers. The age of senior warrant officers in the Navy and on the temporary list is from 39 to 60, while the ages of those on the temporary list are lower. For instance, as to the people you are going to take in, the average age of lieutenants is about 34 years; the average age of lieutenants, junior grade, is 32, and the average age of ensigns is 30. That will give you an indication of the average age of the officers you are going to take in under this act. Now, the limitation is to the extent of such prior service as they may have had.

Mr. KRAUS. Prior to what?

Commander McCAIN. As officers; prior to the date of the passage of this act. That has reference to permanent service as warrant officers, as mates, or paymaster's clerks, permanent service, and not temporary service.

Mr. KRAUS. To my mind it is not clear, and you may get up a question of construction which would prevent you from doing the things you want to do.

Mr. OLIVER. When did these men whom you are now seeking to provide for by this legislation actually come into the Navy?

Admiral WASHINGTON. They have all come in since November 11, 1918, or, I mean, prior to that.

Mr. OLIVER. They have all come in since April, 1917?

Admiral WASHINGTON. No, sir; some of them go back of that.

Mr. KELLEY. Let me see if I have it straight in my mind. The warrant officers who are now holding temporary commissions are, in the main, men pretty well along in years and have had long service in the Navy?

Admiral WASHINGTON. Not all of them; some have been in only one or two years as warrant officers.

Mr. KELLEY. But they were in the Navy before that under some other rating?

Admiral WASHINGTON. Not all of them.

Mr. KELLEY. You have taken in some warrant officers from the reserves, have you?

Admiral WASHINGTON. Not from the reserves but from the enlisted men. The warrant officers and the temporary officers, at least the big majority of them, have come up through the enlisted ranks.

Mr. KELLEY. But some of the warrant officers are men along in years?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. And you want to add to this 35 years such time as they served in the Navy before the passage of this act?

Admiral WASHINGTON. So that a man 50 years of age would not be barred from coming in.

Mr. KELLEY. There are a number of temporary officers, some of whom have been taken in from the reserves, who will be affected by these provisions?

Admiral WASHINGTON. Yes, sir; there will be some, but not very many.

Mr. KELLEY. Then this is largely for the purpose of taking care of the warrant officers of advanced age?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. As a matter of practical application?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And those in the reserves must be under these stated age limits?

Admiral WASHINGTON. Yes, sir.

Commander McCAIN. Any man who entered the Navy at the outbreak of the war can not be over 38 years of age to be benefited by these provisions.

Mr. KELLEY. Mr. Kraus, was your criticism of the word "prior" just made in that one sense?

Mr. KRAUS. I did not know to what date the term "prior service" applied.

Mr. PADGETT. It means all of these prior services.

Mr. KRAUS. Then why do they not say so, because I think possibly they might come up against a question of construction.

Admiral WASHINGTON. We have gone over this so long that our minds are practically one-track minds along it.

Mr. PADGETT. I think it is clear "prior service" means prior to the time he presents himself for promotion.

Admiral WASHINGTON. That is the idea.

Mr. OLIVER. Can you insert in the record the number who came into the Navy after the declaration of war who will be cared for by this provision, and their ages?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. If I understand the language, it simply wipes out the limitation of 35 years or 38 years, and it is provided that the limitation shall not apply to officers in the Regular Navy. Does not that, in a general way, cover it?

Admiral WASHINGTON. It would let you have some reserves 50 years of age, and I know personally that in the Medical Corps we have doctors 60 years of age who would come in under that, and then in four years they would be retired although they have rendered no prior service, and the object is not to take in those men.

Mr. KELLEY. You exclude them altogether?

Admiral WASHINGTON. Yes; unless they are rendering to the Government 29 years' service in the future; that is, combined with what they have done in the past, it adds up to 29 years.

Commander McCAIN. The service they have done in the past and must do in the future must equal 29 years.

Admiral WASHINGTON. If we must take in these doctors we would re a doctor coming in at 60 years of age and he would have rendered the Government only four years' service in addition to the three years of the war, making a total of seven years, when he could go on retired list.

Mr. PADGETT. And it was to hold down that retired list that the amendment provided for to which I was calling attention.

Commander McCAIN. But even then they would still have to render years' service, either in past service or future service.

Mr. PADGETT. I understand.

Admiral WASHINGTON. The age of 35 was taken because that is the minimum enlisting age.

Mr. PADGETT. You spoke of the chaplains at 40. Is that the listing age for chaplains?

Admiral WASHINGTON. The chaplains are in a sort of place by themselves.

Mr. KELLEY. You use them a little older?

Admiral WASHINGTON. Yes, sir; they come in older and we are not particular about them; we give them the benefit of five years and they are taken in as older men. Their work is so distinct in its nature from the rest of us.

Mr. PADGETT. Does a chaplain have to render 29 years' service?

Admiral WASHINGTON. He has to render 24 years' service.

Mr. KELLEY. Having taken up the second proviso we will go to the first one:

*Provided further,* That officers of the line of the Navy who are appointed thereto pursuant to this act from sources other than the Naval Academy shall not be ineligible for promotion by reason of age—

Also forth. Just state the effect of that proviso.

Mr. PADGETT. It removes sea service and the time limit.

Admiral WASHINGTON. Yes, sir; the sea service and the age of retiring. A lieutenant commander retires at the age of 45 and 10 years' service, you see, will take him back to 35, and that is about the average of the Naval Academy graduates when they reach the rank of lieutenant commanders. We have tried to base it in such a way that they will go right along and render the Government about

Mr. KELLEY. And then those provisions will begin to run?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. That is to insure these lengths of service for each grade, irrespective of age or other conditions?

Admiral WASHINGTON. That is it, exactly.

Mr. PADGETT. But it does not cut off promotion?

Admiral WASHINGTON. No; the selection board can take them right up.

Commander McCAIN. In fact, that was one of the reasons for putting it in there, to make sure that the selection board would have an opportunity to select them.

Mr. PADGETT. We do not want to cut off the opportunity for promotion if a man is selected.

Mr. KELLEY. We will go to the next proviso:

*Provided further.* That until June 30, 1923, promotions to lieutenant (junior grade) and lieutenant may be made without regard to length of service.

Why is that?

Admiral WASHINGTON. At the present time we require three years' service in those grades and we want to remove that limitation so that all of them will be on the same basis.

Mr. BUTLER. Are we not creating a big bump here?

Admiral WASHINGTON. I do not think so because those we are speaking of are so much older than the others that they will pass on up and out. I figure it will not operate to restrict the promotion of any present naval graduate until 1928 I think it is.

Commander McCAIN. 1933.

Mr. KELLEY. Why do you fix that date?

Admiral WASHINGTON. We figured it out that way.

Mr. KRAUS. You did find that this process of legislating men into commissions is really going to create a hump, did you not, and, therefore, you put in this provision?

Admiral WASHINGTON. I do not see that there can be any hump because those three grades are not filled. We are short, you see, the difference between 2,825 and 5,499 officers.

Mr. KRAUS. Then why not leave this proviso out? You are putting it in to avoid a hump, are you not?

Admiral WASHINGTON. No, sir; we are putting it in to let them travel together. Those who came in during July, 1917, have not had three years' service, and if we were to require—

Mr. PADGETT (interposing). It requires an ensign and junior grade lieutenant in peace times to render three years' service; in the act of May 27, 1917, we removed it during the war and it is removed now; hence they do not have to serve that before they can be promoted and this is, in effect, continuing that provision for two years up until 1923.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. So that promotions can go ahead, and if they did not you would have a hump; that is, you would have a hump without this legislation, because they could not be promoted in time of peace out of the grade of ensign until they were three years in the service and out of the grade of lieutenant, junior grade, until they had served three years, and you would have more than the law provides.

Mr. KRAUS. It seems to me that in one of our hearings we had this very subject before us, and I think it was Capt. Leigh or Admiral

Washington who contended that there would be no hump in there, but this would indicate that you believe there will be and you want to avoid it?

Admiral WASHINGTON. No, sir; it is not a hump. Some of these fellows who have had three years' service will be held back by somebody who is ahead of them and who has not had it. When a man has had four or five years' sea service he ought to go right on up, but he may be below a man who is junior in commission, while a man who has had two years' sea service and entered in July, 1918, and has his seniority commission would be held back. We figured that this bill would pass by July 1, 1920, and we made it 1923 to remove that condition, and then all will have three years' service in the grade, or at least we figured all would have three years' service in the grade, so that there will be nothing to hold any man back.

Mr. KELLEY. What is the effect of the next proviso, beginning at the top of page 6?

Admiral WASHINGTON. The last two selection boards have had a comparatively limited number of lieutenant commanders to choose from. The last selection board, I think, had something like 32 or at least, a very limited number to select from, and this provision is to extend and to give the selection board a larger field from which to pick out deserving officers.

Mr. OLIVER. This continues what we did last year?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. It is simply to permit the selection board to consider those holding a temporary grade as well as those who are in a grade permanently in determining promotions?

Admiral WASHINGTON. Yes, sir; that is correct.

Mr. PADGETT. Under the last bill we extended it for one year?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. The next proviso is, "*And provided further, That in making reductions in rank, as may be required by this act, officers holding temporary appointments may be given temporary appointments in lower grades, and officers so appointed shall take precedence from the dates of their original appointments in such lower grades.*" What is the effect of that?

Admiral WASHINGTON. We will say there will be reductions from the grade of lieutenant. Now, we wish to put those lieutenants who are demoted, as it were, at the top of the list of lieutenants (junior grade), and take a corresponding number of lieutenants (junior grade) and put them at the top of the list of ensigns and demote the bottom ensigns—the ones who have just come in or been appointed.

Mr. KELLEY. If a lieutenant commander had to go back he would go back at the top of the list of lieutenants?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Is that the place he came from?

Admiral WASHINGTON. Yes, sir; it will be just a pushing down.

Mr. BUTLER. You promoted him and gave him the temporary grade, taking him from the top of the list?

Admiral WASHINGTON. Yes, sir; and now he goes back.

Mr. BUTLER. If you promoted five lieutenants (junior grade), you took those standing at the top of the list?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And, therefore, they come right back, and why would they not do it anyhow?

Admiral WASHINGTON. Well, we wanted to make it sure. You revoke their commissions and then you have to give them new ones.

Mr. BUTLER. You revoke their commissions and then they settle back, but do they not settle back under the law to the place that they left when they were promoted temporarily?

Admiral WASHINGTON. No; they get a later date of commission.

Mr. BUTLER. A later date of commission?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And you are making their commissions as of the time they were promoted?

Admiral WASHINGTON. Yes.

Mr. BUTLER. So they will keep their seniority in the grade?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Let me ask you about the phraseology. In line 9 you provide "that in making reductions in rank as may be required by this act, officers holding temporary appointments may be given temporary appointments in lower grades and officers so appointed shall take precedence from the dates of their original appointments in such lower grades." Ought not the word "temporary" in line 11 come out?

Admiral WASHINGTON. No, sir.

Mr. PADGETT. Because an officer would go back to a permanent place?

Commander McCAIN. He might go out altogether, if you take some of these lieutenants from the reserve force or from enlisted men.

Mr. BUTLER. But you intend to make him stable; you intend to give him, when he settles back to the grade from which he came, seniority and he then becomes a regular with permanent grade.

Mr. PADGETT. Does not this apply to the Regular Navy?

Admiral WASHINGTON. They may be given temporary appointments in the lower grades.

Mr. KELLEY. Why do you give him temporary appointment when he settles back?

Admiral WASHINGTON. They will give him the original date of his commission.

Mr. BUTLER. Why not make it permanent as of the original date of the commission?

Admiral WASHINGTON. It would be all right to do it; it would have the same effect.

Mr. PADGETT. I can not see how you would give him a temporary appointment in a lower grade?

Admiral WASHINGTON. It would not be necessary.

Commander McCAIN. If you gave him a permanent grade you would be likely to injure somebody else so that it should be temporary.

Mr. KELLEY. Why?

Commander McCAIN. Because on July 1 when we hold the next distribution, there will be some temporaries left in the Navy, you should not revoke all of these appointments until you give these people a chance to come in. We are not going to have as many officers in the Navy on July 1 as we had last year and we have got to make some reduction in rank, and undoubtedly you are not doing

In the case of all chief warrant officers who were on lieutenant's pay at the beginning of the war their temporary promotion to lieutenant did not carry with it an increase in pay (they are the only officers in the service promoted during the war, who have not received an increase), nor will they, if given permanent commissions as lieutenants senior grade receive a higher rate of pay than that which they received before the war, unless they are given the rank and pay of lieutenant commander after 15 years service from date of warrant.

The desirability of making permanent the chief warrant officers now holding temporary commissions as lieutenants, and making them eligible for promotion to the grade of lieutenant commander, would be in line with Secretary Daniels's statement to the committee, December 30, 1918, page 925, Naval Hearings, in which he said:

I can certainly say if a man had been in the Navy for 10 years and had demonstrated his ability we might make them eligible for the grade of lieutenant commander.

Attention is invited to the fact that any law enacted for the benefit of the warrant officers will benefit the entire enlisted personnel for the reason promotion to the warrant grade is what the majority of the enlisted men look forward to except ones under 21 years of age who can pass the examination at that age to enter the Naval Academy; also the few who have had a special opportunity to take and pass examination for ensigns before they are 35 years of age.

Attention is invited to the action of the Senate Naval Committee in considering the naval appropriation bill at the end of the third session of the Sixty-fifth Congress, which approved of making chief warrant and warrant officers of over 15 years' service whose records are creditable permanent in their present temporary grades.

This provision was approved by the Navy Department, and would no doubt be now a law, except for the reason that the session of the Sixty-fifth Congress ended before the Senate and the conference committee had time to act upon the bill.

The above provision if enacted into law will provide for the 850 chief warrant and warrant officers of the regular Navy, 236 of the line, and 94 of the staff would be commissioned lieutenant commanders in the permanent Navy, while the remaining 520 would be trans-

Mr. STEPHENS. Who have been commissioned?

Admiral WASHINGTON. Exactly.

Mr. STEPHENS. That is all it affects?

Admiral WASHINGTON. Yes, sir; the Naval Academy graduate is not affected.

Mr. BUTLER. Why did not somebody tell us that before we got to running around through the bushes? This does not affect the Naval Academy graduates?

Admiral WASHINGTON. No; but if it is an enlisted man or a warrant officer he might be affected by it.

Mr. KELLEY. Then it does not affect anybody who has a permanent commission in the Navy at all?

Admiral WASHINGTON. No, sir.

#### Statement of LIEUT. M. W. GILMARTIN.

Lieut. GILMARTIN. Gentlemen of the committee, I would like to state that what I am about to speak of has relation to the chief warrant officers of the Navy, and this printed list shows length of service as enlisted men, their service as officers, and their total service in the Navy. All of the people I speak for are listed in this book [indicating].

I have a written statement in regard to the chiefs and warrant officers of the Navy, and if the committee will allow me to read it, I am sure it will clear up matters and save time. Then I can answer any questions afterwards.

In view of the pending legislation to promote a number of temporary officers to permanent status in the Navy, it would be well to know something about the capabilities of a large number of these officers. It is believed that the Navy Department is wisely trying to invoke legislation to promote to permanent rank commissioned chiefs and warrant officers of the Navy. This type of officer having been bred in the Navy, at least 90 per cent rising through the various ratings and ranks from apprentice to commissioned officer, has necessarily a vast knowledge of the Navy in general, and are in most cases specialists in some particular and important branch of naval service.

In addition there are no types of officers so familiar with the thought of the enlisted personnel. It is in a great measure due to the intimate knowledge only acquired by many years of contact with petty officers and enlisted men that the work and upkeep of a modern vessel is maintained. It is not generally known outside the naval service, and in many cases by officers and men of the service itself, the hard struggle necessary on the part of these officers first to rise to the commissioned grade and then to keep fit for any kind of naval work they may be called upon to perform.

An apprentice in the old Navy enlisted from 14 to 17 years of age, and after a period of approximately six months training at the apprentice training station, at Newport, R. I., where he acquired ground work in seamanship, gunnery, signals, and all work pertaining to the making of a smart man-o-warsman, was sent to a training ship usually of sail and steam, where he continued his studies in all naval subjects and actually acquired a knowledge of sea life. His training period on board a training ship usually lasted about six months, and

was transferred to one of the latest type of naval vessels, studies continued until he became 21 years of age and was laid off, at which time he was considered qualified to hold the position of seaman, United States Navy.

Upon enlisting as a seaman, he found himself at the foot of the mainmast, and his studies were then to fit him to take the examination for the various ratings of third, second, first class and chief petty officer. These ratings required not only knowledge of naval gunnery, but smartness and force of character, as the petty officers of the line are the direct leaders of all drills and work on board ship. To be eligible to apply for examination as warrant officers of the line, a petty officer must be either a first class or chief petty officer, must have at least ten years sea-going experience, and his current enlistment must show not less than four. In addition, he must be recommended by his commanding officer and file letters from other officers who have been shipmate with. He is then allowed by the department to compete with other chief petty officers in a written examination before a board of officers for the position of warrant officer. Upon passing the examination, he is given an acting warrant which is in force usually one year, and if recommended by his commanding officer at the end of this period, he is given a permanent warrant.

He has now become an officer, sitting in between the lowest warrant grade of ensign; and the chief petty officer after six years service in the warrant grade again goes before an examining board for promotion to chief.

When a warrant is made is a commission and takes rank with but after ensign. After finding this officer after approximately 14 years naval service, upon most intense application, promoted to commissioned officer, and after the last young officer just out of the Naval Academy remains, barring a war, as just past, until he becomes so old as to be retired from active service.

This class of officers wisely developed by the Navy Department during the war, some as chief engineers, navigators, commanders of mine sweepers, salvage ships, first lieutenants of battle transports, watch and division officers, battery commanders

These chief warrant officers and warrant officers are now available and if not now made a part of the permanent Navy in the grades from lieutenant to lieutenant commander according to length of service for which grades their war records demonstrated their fitness, it will serve to discourage the present and future enlisted personnel of the Navy and thereby do irreparable harm to the naval service.

On the other hand, the promotion of these chief warrant officers and warrant officers according to their fitness as shown by their war records will have a lasting and most encouraging effect towards retaining permanently in the service the trained enlisted men, the permanent retention of whom is now the great problem with which the Navy is confronted.

During the recent hearings before the naval committee on the present appropriation bill, this matter has been well thought out by officers of the Navy Department who strongly recommend making these 236 chief warrant officers now holding temporary commissions as lieutenants, permanent in their temporary grades.

The King's Regulations of the British Navy provides for the promotion of chief warrant officers to the rank of lieutenant for long and faithful service. These officers are retired at 55, and if they are below 47 when commissioned a chief warrant officer, they automatically become lieutenant commander without any examination except their record, they having served eight years as a commissioned chief warrant officer.

The above amendment is asking less for the chief warrant officers of the United States Navy than is now allowed by the King's Regulations for the British Navy, for the reason that chief warrant officers with over 15 years' service referred to in the above amendment requested, have all served from 9 to over 20 years as commissioned officers in the United States Navy.

The following relates to promotion in the British Navy of commissioned warrant officers and warrant officers:

In the King's Regulations is a provision that provides for the promotion of chief warrant officers to the rank of lieutenant by distinguished conduct, or for gallantry in action, and also provides for the promotion of chief warrant officers to the rank of lieutenant for long and faithful service. These promotions are made without examinations, simply on the record that the officer concerned has made for himself.

Boatswains and gunners are promoted to lieutenants, warrant machinists to engineer lieutenant, and carpenters to shipwright lieutenants. These officers are retired at 55, and if they were below 47 when commissioned, they automatically become lieutenant commanders without examinations, they having served eight years as commissioned officers. In December, 1918, an order in council permits the selection of 2 per cent of these officers to the grade of commander. There is also a system of promotion for young warrant and petty officers similar to ours; that is, promotion to the grade of ensign in our Navy. British warrant and warrant officers who are under 32 years of age may be promoted in the regular line of promotion after an examination. They are sent to a naval school for a one-year course, from which, if they successfully complete, they are commissioned mates. The status of a mate is a wardroom or gun-

born officer, and he receives the pay and allowances that would be received by a chief gunner or other commissioned warrant officer, and after serving from one to three years he is promoted to lieutenant, and he is in the regular line of promotion and his future is the same as any officer who has graduated from the Royal Naval School.

I will say in addition to that, the condition in the British service is very much like that in our own service—that is, certain men under 32 years of age who wish to take the examination can stand the regular examination. The man takes the examination and is sent to a regular school for a year or two, and then passes the examination and goes right up. The ones who can go up as far as lieutenant commander are in exactly the same as the chief warrant officers in the American Navy.

It is the unanimous feeling of the chief and warrant officers that they should at least have the same recognition as the officers of the British Navy who are in the same relative corps.

In regard to section 3, the chief warrant officers and warrant officers request that the word "may" in line 11 be changed to the word "shall," and that the word "above," in line 12, be changed to the word "below."

Mr. BUTLER. Is that in section 2?

Lieut. GILMARTIN. Yes, sir; section 3.

Admiral WASHINGTON. I think you are dealing with the first print of the bill.

Mr. PADGETT. You want the word "above" changed to the word "below"?

Lieut. GILMARTIN. Yes, sir; we want it changed to the word "below." We also ask that the words "for which qualified," in line 12, be stricken out.

The chief warrant officers and warrant officers urgently request that the Naval Affairs Committee when enacting legislation in their behalf use the word "shall" instead of the word "may," for the reason that they fear the intent of Congress may not be carried out if the word "may" is used. Congress passed a law nearly 50 years ago to give rank of lieutenant to warrant officers, but in all these years not one warrant officer was ever given this rank, notwithstanding the fact that a number of warrant officers during this time have performed special meritorious service and some have even received the medal of honor from Congress. Therefore, we pray Congress in this legislation to use the word "shall" instead of the word "may," so as to guard against this legislation becoming inactive.

Mr. PADGETT. What legislation is that you are referring to?

Lieut. GILMARTIN. Section 1491, R. S. It reads that the President may when he deems it conducive to the interest of the service give assimilated rank of master to warrant officers. The master at that time was equivalent to the rank of junior lieutenant.

Mr. PADGETT. Was not the rating of master abolished years ago when the reorganization put in new titles?

Lieut. GILMARTIN. The rank of master was changed into the rank of junior lieutenant.

Mr. PADGETT. But there was no provision for the continuation of the rank of master.

Lieut. GILMARTIN. It was the same rank.

Mr. PADGETT. There was not anything designating them as lieutenants.

Lieut. GILMARTIN. No.

Mr. PADGETT. It authorized giving assimilated rank to masters, and afterwards the rank of master was abolished.

Lieut. GILMARTIN. The rank of junior lieutenant took its place.

Mr. KELLEY. You used the words "assimilated rank." I do not know what that means.

Lieut. GILMARTIN. It was in this old law. I do not know what it means.

Referring to the word "above," in line 12, it is obvious that the word "above" does not permit chief warrant officers to be transferred to a grade higher than that held by them at the time of transfer, but only operates to permit the reviewing authority of the Navy Department to qualify chief warrant officers for a lower rank than that held by them at the time of transfer, for the reason that the reviewing board may consider that a graduate of the Naval Academy qualified for a higher rank or grade than the chief warrant officer, in which event the Naval Academy graduate would be given preference over the chief warrant officer who now takes precedence of the Naval Academy graduate, in which event the latter would be advanced above the warrant officer, and the warrant officer would not only lose the rank but would be reduced in pay, as he would have received the full pay of lieutenant had he remained a chief warrant officer or chief gunner.

Mr. PADGETT. Do you think that he ought to be given a higher rating than he had at any time during his temporary status or condition?

Lieut. GILMARTIN. No, sir; but we do not wish to be placed below our present lineal standing.

Mr. PADGETT. In other words, you would give him the same rank?

Lieut. GILMARTIN. Yes, sir; the same rank.

Mr. PADGETT. The words "not below" in that connection mean the same rank?

Lieut. GILMARTIN. Yes, sir.

Mr. KELLEY. Do not the other words mean the same thing?

Lieut. GILMARTIN. No, sir; with the word below used instead of above we would hold our present standing.

Mr. BUTLER. You mean to transfer them as a group over to the places they are now holding temporarily?

Lieut. GILMARTIN. Yes, sir; if these records of service during the war and before the war are clear.

Admiral WASHINGTON. A man holding the rank of junior lieutenant should not be transferred to lieutenant, and one holding the rank of lieutenant could not be transferred to lieutenant commander. It would not be fair or just to put them a grade above people who are equal to them already.

Mr. KELLEY. It would be up to the department. They would have the option.

Mr. PADGETT. If they did not transfer him to the place he actually held, they could not transfer him to a lower one, although, possibly, he might be qualified for the lower one but not qualified for the higher one. They must transfer him to the same place.

**t. GILMARTIN.** Yes, sir; these 236 men who are now on lieutenant's pay would be reduced in pay if they were demoted to a lower rank than lieutenant.

**BUTLER.** As warrant officers, they are drawing the pay of lieutenants, and if you transferred them to the pay of a lieutenant, junior grade, they would get less pay than they would receive as warrant officers. Admiral Washington's statement to us when he was asked to what was said by Admiral Braisted showed that these warrant officers were drawing the pay of lieutenants. Now, suppose you demote the rank of lieutenant temporarily, and should be transferred to the rank of lieutenant, junior grade. In that event, you would not get as much pay as you would get as warrant officer.

**Admiral WASHINGTON.** No permanent commission in the Navy is forfeited or vacated by the acceptance of a temporary commission. Lieutenant Gilmartin still holds his commission as chief gunner, and he is on the pay of lieutenant.

**t. GILMARTIN.** Yes, sir.

**Admiral WASHINGTON.** If by chance, we will say, you made him a lieutenant, of which, of course, there is no probability, or very small probability, he would still retain all of his rights as chief gunner. He would not lose any pay. The pay question does not enter into it.

**t. GILMARTIN.** As permanent lieutenant under this law I would retain my status as a temporary officer.

**BUTLER.** I would like to have Admiral Washington explain. He says it is not probable that this man would lose his rank as lieutenant. The Admiral says that is not probable.

**Commander McCAIN.** Admiral Washington says that he would not lose his pay as lieutenant. He would not lose his pay as lieutenant, but he would lose his rank. Nearly everyone will lose temporary rank, including these officers, if you take them in.

**KRAUS.** In connection with section 4, the discussion showed that there was great probability that certain officers would lose their rank. Now, it appears that these warrant officers want special consideration, and under no circumstances do they want to lose rank, while other members of the commissioned personnel may lose rank, according to this draft here.

Commander McCAIN. His rank is now temporary, and the basis of distribution is now 2,800 permanent officers, but when you get through taking in permanently all of the people you will have about 4,400 permanent officers. With that basis of distribution of 4,400 permanent officers, there will be a reduction in rank all the way down the line. Of course, you could not retain him in his chosen place as lieutenant without necessarily having to reduce people now ahead of him down below him on the list. In other words, you can not put into an elastic body an inelastic element without upsetting the entire works. If everybody is reduced, these officers will have to be reduced proportionately.

Lieut. GILMARTIN. We are willing to that if our pay is not reduced with it. We are willing to go back with the rest.

Mr. BUTLER. Let me understand this. Do I understand that you are satisfied with this language in here provided it does not reduce your pay?

Lieut. GILMARTIN. Provided it does not reduce our pay or put us below anybody that we are now senior to.

Commander McCAIN. You will retain your present standing.

Lieut. GILMARTIN. We want to hold our place, just as we stand in the line, like anybody else.

Mr. PADGETT. There is a provision that nothing in this act shall be construed to reduce the pay and allowances.

Mr. KELLEY. If we make it sure that you do not lose your old pay, in case you go back, then the word "above" could be retained?

Lieut. GILMARTIN. Yes, sir.

Mr. BUTLER. You are perfectly satisfied to allow the word "above" to remain in the bill, provided that you do not lose thereby any of the pay which you are receiving.

Lieut. GILMARTIN. Or our present lineal standing.

Commander McCAIN. That is assured to him.

Mr. BUTLER. That would correct that, and then the language to which Mr. Padgett has referred.

Commander McCAIN. That always goes in; it is never left out.

Lieut. GILMARTIN. Referring to striking out the words "for which qualified," I said in my written statement that our records which the selection board has made as to the qualifications of officers of long service should be accepted. We agree that a man who has never stood the test that it is well for him to pass the required examination, but not for officers of long service. I have been in the service 37 years, 10 years as a warrant officer and 20 years as a commissioned chief warrant officer, and my record should be an index as to my qualifications.

Mr. PADGETT. Permit me to ask you a question just there.

Suppose that a man by reason of the exigencies of the war is holding a position as lieutenant, but, as a matter of fact, when you take his record and examine into it, it would not justify the position, and if you strike out the words "for which qualified," that would compulsorily transfer him under this act, although his record might show that he was not qualified.

Mr. BUTLER. You are satisfied to stand on your record?

Lieut. GILMARTIN. Absolutely. We do not want a man to come in unless he has a good record.

**Mr. BUTLER.** You could not pass the other examination?

**Lieut. GILMARTIN.** No, sir.

**Commander McCAIN.** This section only applies to 236 chief warrant officers.

**Mr. KETTNER.** That is taken care of?

**Commander McCAIN.** They are specially mentioned after so many years of service.

**Lieut. GILMARTIN.** That is up to the examining board.

**Mr. PADGETT.** It applies to the men in there; the Naval Academy men do not come in.

**Mr. KELLEY.** Your fear is that they might impose upon you the Naval Academy requirements for these various ratings?

**Lieut. GILMARTIN.** Yes, sir. Take the young men out of Harvard and Yale that went down to the academy during the war and had one year's intensive training, after their training they could pass the theoretical examination, without any trouble.

**Mr. PADGETT.** They do not come in competition.

**Lieut. GILMARTIN.** I only gave that as an illustration.

**Mr. KELLEY.** Your fear is that even with the high standing the 236 might not be able to pass the examination, and therefore would not meet the requirements?

**Mr. PADGETT.** This changes the language, for which qualified by his record.

**Mr. KELLEY.** That would be satisfactory?

**Admiral WASHINGTON.** I do not know about that. To begin with, as I stated yesterday, there is a number who have never been examined physically for the grades they are now temporarily holding. The law requires that the can not pass into a higher grade without an examination by a board of naval surgeons. Under this bill you would wipe that out. I do not want to put any limitation upon the examining board.

**Mr. BUTLER.** I know you do not.

**Admiral WASHINGTON.** At the same time I am not willing to concede what Lieut. Gilmartin has asked for as being right; that is, to pass a man into a grade for which he is not qualified. That is why he wants those words stricken out. I do not believe that the permanent Navy should be shouldered with 236 men unless they are qualified to hold their commissions.

**Mr. PADGETT.** You are right about that. No man in the Regular Navy should retain his place unless he is qualified and can take the examination.

**Admiral WASHINGTON.** I have to take an examination. I am an older man than he is. I have to pass an examination to go from captain to admiral. Why should we say, as far as these 236 men are concerned, that no physical examination is required and no professional qualifications to commission them into the line of the Navy? Just a little while ago some member of this committee objected very strenuously to bringing down the standard of the Medical Corps by having competent and efficient enlisted men enter as assistant surgeons. The line of the Navy, that is the real military branch, is infinitely more important to sustain than the Medical Corps for the good of the country, and if we do not guard the line of with some qualifications, I think, we are going down grade very extensively.

Lieut. GILMARTIN. A chief warrant officer has to take an examination under the existing law every year; we have to pass a physical examination yearly. Of course, if we came up for this examination and did not pass it they would retire us under the existing law. We are willing to have put in there anything in regard to the physical examination, but the point we fear is that we may be asked to qualify and to pass an examination against these young men, fresh from school. We wish our qualifications based upon our records of long years of service. I do not think a captain advanced to admiral has to pass much of an examination if he has a good service record.

Commander McCAIN. There is nothing in this bill which subjects you to competition, you are excepted.

Mr. KELLEY. I think there is a little force in what Lieut. Gilmartin says. I can see how he might fear something of that kind. They are asking to be put into the permanent grade of lieutenant, and the question immediately arises, Should they be able to pass the same sort of an examination as lieutenants who are only recently out of the Naval Academy? Would you?

Lieut. GILMARTIN. No, sir.

Mr. KELLEY. If you will read that section, it is quite different from the other section.

Admiral WASHINGTON (reading):

That in addition to the number of transfers and appointments hereinbefore allowed, commissioned warrant officers of more than 15 years' service since date of warrant or date of first appointment as paymaster's clerk or mate, who have creditably served in the war with the German Government in temporary commissioned ranks or grades in the regular Navy, may be appointed to a permanent rank or grade for which qualified not above the temporary rank or grade held by them at the time of transfer, and shall take rank therein in accordance with their precedence while holding temporary rank.

There is nothing in that section which provides that they shall pass a Naval Academy examination. Stress is laid on the words "who have creditably served in the War with the German Government." They should, however, be required to pass a satisfactory qualifying examination.

Mr. KELLEY. Would it not be possible for your bureau to say that these men should be qualified in the same degree for a lieutenant as a lieutenant coming from the Naval Academy and so impose that rigid technical examination upon them? That is what Lieut. Gilmartin wants to be assured that he does not run up against.

Lieut. GILMARTIN. We are willing to stand on the record and do not want anybody to go in who has not a good record.

Mr. OLIVER. This is legislation recommended by the Bureau of Navigation because of the recognition of the services rendered by these men, and it has occurred to me that we ought not in any way to hamper them in the proper selection of the men.

Mr. KELLEY. We are only inquiring as to what the chief of bureau has in mind when he says that they shall be qualified.

Lieut. GILMARTIN. If Admiral Washington or Admiral Blue or the present administration were continued we would have nothing to fear, but we do not know how long Admiral Washington will be there. We do not know what view the examining board may take. We are confident of Admiral Washington, and we would be willing to leave our case as it is, but we do not know what may come up, and for that reason, after our long service—

**Mr. OLIVER** (interposing). I think the better way would be that if you found any gross injustice or any injustice to come and make your complaint and it could be adjusted.

**The CHAIRMAN**. If these men are proven physically qualified, then they should be, in your judgment, eligible for appointment?

**Admiral WASHINGTON**. Among these 236 men, all of whom were given temporary commissions without examination and probably without question in the hurry and in the stress of war, there are some, possibly, whose moral records are such that I do not want a too sweeping authorization to take them in the permanent Navy as would be required with the word "shall" inserted. I do not conceive that any injustice would be done to the warrant officers by any examining board, but they should not be excused for undergoing a satisfactory qualifying examination.

**Commander McCAIN**. You gentlemen hold us responsible for the sort of Navy that we should have, and you should not force men on us who do not meet the standard we are required to maintain.

**Admiral WASHINGTON**. We certainly should not be forced by legislative enactments to take men in who have a bad record.

(Thereupon the subcommittee adjourned until Thursday, April 15, 1920, at 10.30 o'clock a. m.)

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**Thursday, April 15, 1920.**

(The subcommittee on personnel met at 10.30 o'clock a m., pursuant to adjournment, Hon. Patrick H. Kelley, chairman of the subcommittee, presiding.)

#### **STATEMENT OF LIEUT. M. W. GILMARTIN—Continued.**

**Mr. KELLEY**. Lieut. Gilmartin, you were not quite through with your statement last night.

**Lieut. GILMARTIN**. No, sir.

**Mr. KELLEY**. We will be glad to hear anything further that you desire to say.

**Lieut. GILMARTIN**. Yesterday in suggesting that the words "for which qualified" be stricken from the bill, my reasons were, I think, misunderstood by some members of the committee. In requesting that those three words be stricken from the bill, we had two reasons: The first was that we were afraid of a highly technical and theoretical examination that we might be required to take, and that we would not be able to meet; but Admiral Washington has assured the committee that there was no danger on that ground. Our second reason was that even if we passed the qualifications for the lieutenant grade, and entered it and went along in that grade and reached the top of it, and were ready to take the examination to qualify as lieutenant commander, under the existing law, if we failed twice in that examination, we would be dropped wholly from the Navy.

We were afraid that when we came up for that examination, we would meet a highly theoretical examination, and for that reason we

asked that those words "for which qualified" be stricken out. However, there is a provision agreed to that will protect us from being dropped from the Navy if we fail to be qualified:

*Provided further,* That officers appointed to the permanent Navy in accordance with the foregoing sections who hold permanent warrant or permanent commissioned warrant rank in the United States Navy shall, if they thereafter fail professionally on examination for promotion, revert to permanent warrant or permanent commissioned warrant status.

I wish to state further that it is not now and never was my intention to state that the warrant officers did not wish to qualify. I concur in the view of Admiral Washington and believe that every man should qualify. Still we think a man with long years of service should be qualified professionally and morally on his record, and his record should be clear in the rank to which he should happen to be promoted from—that is, he should fill it creditably before he can expect to reach a higher grade.

Mr. BUTLER. Admiral Washington, have you seen this amendment which has been read by Lieut. Gilmartin?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. Do you see any objection to it?

Admiral WASHINGTON. No, sir; none at all.

Lieut. GILMARTIN. I wish to state that I have made my statement in behalf of the chiefs and warrant officers and expressed their views on the bill, and I will say that after making the changes in section 3 of the department's bill the provisions as to chief warrant officers have been somewhat improved; but the chief warrant and warrant officers unanimously prefer and request that the following be incorporated in the bill:

That all commissioned warrant officers and warrant officers of the Regular Navy now holding temporary commissions in the line and staff who served creditably during the war with Germany shall be transferred to the regular permanent line and staff of the Navy in their present grades and lineal standing and shall be advanced in rank or grade not above that of lieutenant commander.

*Provided,* That chief warrant officers with a total of 15 years of service exclusive of enlisted service transferred by this act, if their records are creditable and fitness reports show their duties satisfactorily performed in the war with the German Government in temporary ranks or grades, shall be commissioned lieutenant commanders in the permanent Navy as extra numbers in grades to rank with the lieutenant commanders at the foot of grade.

Our argument for the rank of lieutenant commander is based upon the present system of promotion of warrant officers in the British Navy, which was explained in my statement yesterday. But, as Admiral Washington states that the rank of lieutenant commander conflicts with the policy of the Navy Department, we ask for the pay of lieutenant commander without the rank for chief warrant officers with more than 15 years' service as officers exclusive of enlisted service if records are creditable.

Our reasons for asking the pay and allowances of lieutenant commander are that we are the only officers of the Navy who have not received any increase in pay due to our temporary promotion during the war. I wish to further state that I acknowledge that sections 2 and 3 of this department bill are a big help to the young chief warrant officer who has years of service before him. He can apply himself to study and go along, and it will be of great help to him; but

that is not true of the older chiefs of long service who are close to the retirement age. We are the only officers in the Navy who have not had an increase of pay during the war. If I am put in the lieutenant's grade in my present lineal standing, the the only advantage it will give me as an officer is the rank of lieutenant as I am now on lieutenant's pay as chief warrant officer. It does not give me anything but the rank, and, as Commander McCain stated, some of us will have to drop back like other officers. There is no telling how long it would be before we would be eligible for lieutenant commander, a great many of us would be retired and out of the service and never receive any benefit from it; but if we get the pay of lieutenant commander we would then receive the same advantages as other officers during the war, and when we did go on the retired list we would carry the benefits of the grade of lieutenant commander. I wish to state that sections 2 and 3 of this department bill will be satisfactory if the chief warrant officers and warrant officers with more than 10 years' service are qualified on their service records. I know a large number of chief warrant officers and warrant officers would decline being taken in under sections 2 and 3 unless their qualifications were based upon their service record of long years of service. They expect that their record should show that they have creditably served in their temporary rank during the war and also that their moral and professional record before the war and since is clear.

Mr. BUTLER. As I understand, none of these warrant officers in the Navy fill the grade of lieutenant commander?

Lieut. GILMARTIN. No, sir.

Mr. BUTLER. You have during the war filled the grades of lieutenant, junior lieutenant, and ensign?

Lieut. GILMARTIN. Yes, sir; but I will state in reply to that that we have been for quite a long time in the grade of lieutenant, and, furthermore, the officers' class of 1915 from the Naval Academy, or the class of 1916, spent but little time themselves in the grade of lieutenant, when they went up in the higher grades.

Commander McCAIN. The class of 1913 was the last class of which that is true.

Lieut. GILMARTIN. Then I will change that to 1913. I am glad to be corrected on that.

Mr. BUTLER. Let us be fair as we go along. I have always felt a great deal of interest in the warrant and petty officers of the Navy, but we must be fair. The Bureau of Navigation sent us this draft of a bill, and under its plans it is proposed to take 236 of you men and transfer you right over to those grades. The language in the bill, "for which qualified," you objected to. Then the amendment which you first discussed this morning was submitted to Admiral Washington, the Chief of the Bureau of Navigation, and he stated that he saw no objection to it and agreed to it. Now, inasmuch as none of you men ever served as lieutenant commander, do you think that Congress ought to take you up and advance you to that grade?

Lieut. GILMARTIN. Yes. I have stated that I know that it is the unanimous wish of the chief warrant officers to have such provision made, and I felt that it was my duty to communicate their wishes.

Mr. BUTLER. I have known you a long time, and I think you are a level-headed man, and you must have your influence with these men touching whatever Congress may see fit to do.

Lieut. GILMARTIN. I stated that I knew it was the unanimous view and wish of the chief warrant officers, based upon what is allowed the British warrant officers; but, at the same time, in talking this matter over with Admiral Washington, I got the department's viewpoint. We are old men in the service, and it is a part of our education and training to groove in with our superior officers. We feel that in presenting this measure that it is somewhat in conflict with the policy of the Navy Department to ask for the rank of lieutenant commander, and, in view of that, we ask for the pay of lieutenant commander in our present lineal standing.

Mr. BUTLER. I think Congress will be generous with you.

Lieut. GILMARTIN. The proposition that is before the committee is the department bill and the warrant officers' provision, and if the committee sees fit to put in that provision for increased pay, they will do it feeling we have earned it by long years of service.

Mr. KELLEY. The warrant officer who goes into the grade of lieutenant will get the base pay of lieutenant, which is how much?

Lieut. GILMARTIN. Two thousand four hundred dollars a year.

Mr. KELLEY. Then, these older men, who have served a long time, like yourself, will get how many fogies?

Lieut. GILMARTIN. Four fogies.

Mr. KELLEY. That would be 40 per cent more?

Lieut. GILMARTIN. Yes, sir.

Mr. KELLEY. That would make \$960?

Lieut. GILMARTIN. Yes, sir.

Mr. KELLEY. Or \$3,360?

Lieut. GILMARTIN. Yes, sir.

Mr. KELLEY. Then how much allowance would you get?

Lieut. GILMARTIN. Of course that depends upon the duty you are performing. If we are at a magazine station we would have quarters. I have had charge of some of the biggest magazine stations in the country, for instance at Dover, and there I got quarters. I got my quarters, but no allowance. We also get a heat and light allowance. I think the lieutenant would average about \$7 per month for heat.

Commander McCAIN. It would be a little more than that. It would be about \$12 per month, or about \$150 a year for heat and light for a lieutenant.

Mr. KELLEY. The lieutenant it allowed four rooms?

Commander McCAIN. Yes, sir.

Mr. KELLEY. My understanding is that their allowance for heat and light averages about \$5 per room per month.

Admiral WASHINGTON. That is about what it averages.

Mr. KELLEY. That would be \$240 a year.

Mr. PADGETT. He says it would average about \$150.

Mr. KELLEY. The testimony here was that it would average about \$5 per month per room for heat and light together.

Lieut. GILMARTIN. It would be about \$150 a year.

Mr. PADGETT. You are taking the average, but when you take an admiral, he gets more.

Mr. KELLEY. It would not be any more per room, would it?

r. PADGETT. I think it would be. I do not think lieutenants get much.

r. KELLEY. I think that probably admirals and higher officers use more light and heat per room. Are there any other allowances? You say that amounts to about \$150 per year.

out. GILMARTIN. The maximum pay that he would get would be \$4,200 a year.

r. KELLEY. Your quarters would be commuted at four rooms, at a rate of \$48 per month, which would be about \$600.

out. GILMARTIN. It would be \$576.

r. KELLEY. So that, if this were enacted as it is drawn, you would have about \$4,230.

out. GILMARTIN. Yes, sir; for a lieutenant with over 20 years' service.

re CHAIRMAN. In the grade of lieutenant?

out. GILMARTIN. Yes, sir.

r. PADGETT. I wanted to ask Admiral Washington a question in regard to the pay of lieutenant commander—not the rank, but the grade. How does that fit in with the pay bill that is pending?

Admiral WASHINGTON. The pay bill does not in any way refer to an officer being paid above the grade in which he actually holds rank.

r. PADGETT. If the bill went through with the increased bonus, then with the bonus that is also provided for the rank or grade of lieutenant commander, that would add \$600 more?

Admiral WASHINGTON. You refer to the Secretary's recommendation. I think it was \$600.

r. KELLEY. We followed that recommendation below the grade of lieutenant commander. That would give \$600 more, making \$4,800.

out. GILMARTIN. These officers referred to in section 3 are men who have had from 22 to 46 years' service.

r. KELLEY. Taking the older men like yourself, who have given long service, I wanted to see how much they would have for the rest of their active service.

out. GILMARTIN. We are the only officers who did not get any increase during the war. We have exactly the same pay now as ordinary lieutenants as we had before the war as chief warrant offi-

that he mentioned yesterday, I do not think that any of us had ever dreamed of that being taken as apparently it was taken yesterday afternoon. The only point about it is that we feel that our qualifications can be demonstrated, and it is the understanding that it will be accepted by the department in that way, from our records. That point, I think, is pretty well understood upon the part of the committee. I do not think that any of us feel that we are coming up here asking for promotion in the way of favor, because it has been earned. I do not feel like begging anybody for anything.

Mr. PADGETT. That record would not necessarily disclose the present physical condition of the officer.

Lieut. MORRISON. As to physical condition, everybody is willing to submit to that examination. The medical board sees to it that we are examined physically every year, and the strictness of that examination, of course, is dependent upon the medical board. They can make a cursory examination or they can strip you down to the flesh. It is usually not a very strict examination.

Mr. KELLEY. This proviso that has been submitted and to which Admiral Washington has agreed, to clear up the language of section 3, is satisfactory to you, is it not?

Lieut. MORRISON. Yes, sir. A great many of us have felt that if we failed in the examination possibly we would be dropped. We are above the age where we could take up something else, but if that should have happened 20 years ago, then, with us, it would be a different situation. Promotions have developed in the Navy from time to time, or promotions from the warrant grade to commissioned grades, but the title "warrant" is still held in correspondence and legislation. There is not carried very much promotion in the grade of ensign and there are no additional rights. The promotion really does not change the man's status practically at all. The man becomes senior to no one by virtue of that promotion that he had not been senior to before.

Mr. PADGETT. They do get additional pay?

Lieut. MORRISON. They get additional pay; yes, sir; but the promotion in a man's status carried practically no effect. A man who had been commissioned was not senior to a midshipman who had served two years before a commission. He was not senior to the midshipman, and he acquired no additional rights beyond those he had as a warrant officer. Therefore, there has been no promotion so far as the status of a warrant officer is concerned in my time that has had any legal effect. Some commanding officers have carefully considered the status of the warrant officer as a commissioned officer and their status on board ship is largely dependent upon their attitude. Personally, I do not feel that I have any more status as a chief warrant officer than I had before, owing to the construction of the bill that created the rank. I have never assumed any authority under that, nor have I claimed any; so that our status in the Navy is just above chief petty officer.

Mr. PADGETT. Just a few years ago, when you first became ensign, and if I remember correctly, it was not more than five or six years ago, a provision was put in increasing the pay above the pay of the ensign's grade, or above the pay that had been prevailing prior to that time.

Lieut. MORRISON. Yes, sir; the pay has been increased, but the status aboardship has not been changed.

Admiral WASHINGTON. The status remains the same and the duties remain the same.

Lieut. MORRISON. The duties, of course, in my branch, or the machinists' branch, have been vastly multiplied. When I first went to sea, in 1893, on the old *Alliance*, after we had been out for a day we disconnected the engines and used sails. That was true of my first cruise from San Francisco to Norfolk, so that our duties as machinists have greatly increased.

Mr. PADGETT. The *Chicago* was the first combination sail and steam ship. They set up steam engines in her as auxiliary to the sails when the wind was low.

Lieut. MORRISON. Of course, that was the White Squadron, and those vessels were quite modern. Our duties and responsibilities have been vastly increased on board ship. For instance, take the *New Hampshire*, one of the recent ships that I served on. I put her in commission and served on her for several years, and that was a high-powered modern ship, on which we had to produce the goods in the way of maintenance and efficiency. There were many propositions that were left to the chief warrant officer on those ships. We had an engineer officer who was an exceedingly brilliant man, but he had not had up to the time of going on that ship very much experience in actual operations. He became experienced and is now one of the leading engineer officers in the Navy. There had to be some officers on board that ship who were practical men and knew how to make adjustments and keep the engines running. Although probably none of us could have designed a satisfactory machine of any magnitude, we did that work.

That was the status we occupied. Under these proposals for rank that have been made, as I have said, we do not feel that we are here asking for any favor, but we think we have earned some recognition. As Lieut. Gilmartin says, if the committee and the department are not in accord with that policy, we are not proposing to antagonize anybody or force any issue. Naturally, we want to get what we can, because that is human nature. We think that we have earned a good bit. Our people universally feel that they are entitled to not only more money, but to better standing. The standing of the warrant officer on board ship is largely a matter of, shall I say, his personal magnetism or ability to get along with people?

Mr. BUTLER. Leadership?

Lieut. MORRISON. Of course, he must have leadership. He has been examined on those things before he is warranted. Leadership of men is one of the points that he must possess. He must also have the ability to coordinate things.

Mr. KELLEY. If this bill should pass with this provision in it, it will give you the rank of lieutenant, so that you will not only have the pay of lieutenant but the standing of a lieutenant, and you think that will be of considerable importance to you.

Lieut. MORRISON. Yes, sir. I have served in this rank for two years or a year and a half, and I have noticed in my contact with my superior officers a feeling that I can not define, but it is different. I messed in a wardroom in a ship at sea, and the feeling all the time was a source of great satisfaction to me. There has never

been the least sign of any feeling that I did not measure up with them. The spirit has been vastly different from what I expected. Everybody is familiar with the old term "Mustang," but that idea never came in at all. My commanding officer, executive officer, and every person with whom I came in contact showed that spirit, and it has been very gratifying and pleasant to me.

Mr. PADGETT. It has been very gratifying to every one of us to note the fine, democratic spirit that has prevailed among all classes of officers and the enlisted personnel. We have all rejoiced to see the democratic spirit and fellow feeling among both officers and men, which is something that did not prevail years ago.

Lieut. MORRISON. No, sir; there has been a vast change, and I appreciate very deeply the friendly spirit that has been shown by higher officers.

Mr. KELLEY. Have you any suggestions to make as to any legislation?

Mr. PADGETT. There was an amendment that Mr. Morrison handed me, perhaps, two years ago. I offered it on the floor of the House, but a point of order was made against it. You called it to my attention again yesterday afternoon.

Lieut. MORRISON. That is printed in section 22 of the bill, commencing with lines 24 and 25. So far as I know, this provision originated in the office of the Secretary, and was, I believe, put in the care of Col. Theall before he was injured.

Mr. BUTLER. Is that the amendment that Mr. Padgett offered?

Lieut. MORRISON. Yes, sir.

Mr. KELLEY. What does that mean?

Lieut. MORRISON. That means that you would put a few of us on the same basis as other warrant officers. As Admiral Washington stated yesterday in regard to chief pharmacists, when the question of their promotion was brought up, it was the aim of the department to keep the warrant officers on an equality. When the rank of machinist was first created in 1899, the legislation provided for promotion that included chief boatswains, chief carpenters, chief gunners, etc. That same bill authorized the appointment of machinists, but it did not provide that they should be promoted as the other warrant officers. About four years after I was warranted I went down to the department and saw, I think, Admiral Crowninshield and asked him if he would take care of us and to see that succeeding legislation providing for our appointment to chief grades carried with it the provisions carried for other warrant officers. There was no objection to it at all, but it was not taken care of. It was not taken care of during those two years or for about three more years. After I had served about nine years it was passed. There was never any objection to it, but it simply was not taken care of. Therefore, I served as warrant officer for nine years instead of six years before I got the pay and allowances of an ensign, and then I had to serve six years from that date before I got the pay of a lieutenant, junior grade. I had lost three years in each promotion. My status now is such that I am three years behind. There were not a great many of us, but this would put us on an equality with the others.

Mr. PADGETT. It has been quite a while ago that I offered it on the floor as an amendment, and at that time I had the details of it in mind. Is this the precise language of that amendment?

Lieut. MORRISON. No, sir.

Admiral WASHINGTON. The precise language was longer and more involved.

Mr. PADGETT. If this is adopted, will it carry back pay and allowances for those three years, or should there be added a provision that it shall be operative only for the future?

Commander McCAIN. I think it would be considered as not carrying back pay.

Mr. PADGETT. The language reads, "That hereafter for the purposes of pay and allowances, chief pay clerks, chief machinists, and chief pharmacists shall be considered as having been appointed to commissioned warrant officers after the completion of six years' service." It would seem that it would relate back, and, to take a concrete illustration, Lieut. Morrison would be considered to have been appointed a chief warrant officer three years earlier than he actually was, and he would receive the increased pay back for those three consecutive years.

Lieut. MORRISON. They were not constructive years. I actually served those years. I served them side by side with men who received this recognition.

Mr. KELLEY. That is what this provision is for, is it not?

Lieut. MORRISON. I did not draw it up, and that feature of it did not occur to me, but if it is possible, it is coming to me, because I have earned it.

Mr. PADGETT. We want to see what it does.

Lieut. MORRISON. I served right side by side with Mr. Helm. I served year after year up to the time of this temporary promotion in that way, and if it is retroactive, it would be just. I did not so consider it, but I did not draw the bill.

Admiral McCAIN. It was drawn up in the department; and the word "hereafter" so the Judge Advocate General informed us, would preclude it from carrying back pay to the officers concerned.

Mr. PADGETT. I want the record to be clear, so that when it goes before the House we will not be in any camouflage, or anything of that kind, but so that we will have the whole proposition before the House.

Mr. BUTLER. Yes; that is correct.

Lieut. MORRISON. I would not have considered coming up here and asking you for the back pay, although I feel that I did just as hard work, and performed just the same service as the men who were serving alongside of me. But I would not consider asking for that at this stage. I would be satisfied, and I think those officers would be very much gratified if this legislation should pass and thereby place us upon an equality with the other officers.

Mr. KELLEY. Now, leaving out this question of back pay, what would this provision do in your case?

Lieut. MORRISON. It would enable me to get the permanent rank of lieutenant, instead of lieutenant, junior grade.

Mr. KELLEY. At the present time?

Lieut. MORRISON. At the present time.

Mr. KELLEY. In other words, you would get the benefit of those six years?

Lieut. MORRISON. Three years; I was about three years behind; some of the officers were two years behind, some were one year.

Mr. PADGETT. Here is the proposition: There was no provision for those officers going above the rank of ensign. Then in order to give them the benefit of the higher pay Congress passed an act providing that after six years' service a man should have the pay of junior lieutenant, and after 12 years he should have the pay of lieutenant. Now, the man who had served 7 years got the benefit of 6 years; but the man that had served 9 years did not get the benefit of 9 years; but when he got up to 12 years his 3 years would count for him on his 12-year time.

Mr. KELLEY. Is that all it would do?

Lieut. MORRISON. That is all.

Mr. PADGETT. Now, the thing I wanted to say was, whether it would relate back or not, the record would have written on it that this man was commissioned chief warrant officer at that date; and if he was a commissioned chief officer at that date, he was only paid the pay of the lower rank—

Mr. KELLEY (interposing). Will you prepare a proviso, Admiral, which will cut out the back pay?

Mr. KELLEY (continuing). Now, are there any other sections as to which you desire to speak, Lieut. Morrison?

Lieut. MORRISON. That was the only one; and that will not refer to me, if I hold this permanent position. But I think it is a fair thing that we should be protected in that respect; that would put us on an equality with other people in the service.

Mr. KELLEY. You are speaking of section 22?

Lieut. MORRISON. Yes; I am speaking of section 22.

Mr. KELLEY. Are there any other matters that you want to call to the attention of the committee?

Lieut. MORRISON. I do not think so. But I will say that we feel, as Lieut. Gilmartin said, that we have earned a promotion in pay to the grade of lieutenant commander; but that has been very thoroughly gone into.

Mr. KELLEY. All right, Lieut. Morrison; we are very much obliged to you.

We will now take up section 5 of the bill, on page 7.

Mr. PADGETT. Before we get away from that subject, I want to ask Admiral Washington if he has any comments to make with reference to section 22, which we have just been discussing?

Admiral WASHINGTON. No, sir. I think, Mr. Padgett, that that will place, so far as I can see it at the present time, all of the warrant and chief warrant officers absolutely on the same status; and that is what we are endeavoring to do.

Mr. PADGETT. So that the provision meets with your approval?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. That is what I wanted to get at.

Mr. KELLEY. We will now take up section 5, on page 7 of the bill. What have you to say about that section?

Admiral WASHINGTON. At the present time, in handling the Naval Reserve Force, we are not authorized under the law to employ either the officers or the men to assist us; and we desire to have their help in each district; and we have limited that to a number not exceeding 5 officers and 20 men in any single district. That is in accord also with the wishes of the Naval Reserve Board, who are

naturally more familiar with their own officers and men than we are. It is simply to help us in administrative matters in carrying out the drills and other requirements under the law. We can not detail more than one of the line officers at the present time to look out for a district in the reserve; in a district like Chicago, for instance, where we have something like 60,000 men, or New York, where we have 80,000 or 90,000, we need the help of other officers.

Mr. KELLEY. Your idea is to be authorized to detail at least five officers?

Admiral WASHINGTON. Not exceeding five officers.

Mr. KELLEY. Not exceeding five officers of the Naval Reserve Force, to serve full time?

Admiral WASHINGTON. To call them to active duty, with their consent.

Mr. PADGETT. It does not say, in this section, "with their consent."

Admiral WASHINGTON. Well, there are other provisions to the effect that we can not call a Naval Reserve officer or man without his consent; and, therefore, that was simply omitted from this provision: it should really go in there, to make it accord with all the other sections—that they may be ordered to perform duties "with their own consent."

Mr. KELLEY. What would be your idea about leaving practically all of the legislation suggested in this bill for the Naval Reserve out for the present, so that it may be given a little more consideration?

Admiral WASHINGTON. That will be perfectly satisfactory, if the first section of this bill is passed.

Mr. KELLEY. The first section?

Admiral WASHINGTON. Yes, sir; if that goes through.

Mr. KRAUS. I think that it the real question, to get a naval reserve in the merchant marine.

Admiral WASHINGTON. The first section of this bill will give us all that we wish at the present time.

Mr. KELLEY. If we include those 500 extra officers?

Admiral WASHINGTON. Yes, sir; at the present time we have neither the officers, nor the men, nor the clerical force to carry on the records and make the notations in the records of the drills which these men carry out.

Mr. KELLEY. I think a good many members of the committee, and perhaps all of us, have a sort of feeling that eventually we will get away from this naval reserve plant that we have inaugurated and adopt something which will be operated in connection with the merchant fleet, which will be much more advantageous.

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. And possibly the less legislation we enact now the better it will be, looking toward the perpetuation of the present system.

We will now take up section 6.

Admiral WASHINGTON. That is inserted in the bill now before the conferees.

Mr. PADGETT. This section 6 is in the Kelley bill, is it?

Admiral WASHINGTON. Yes, sir; that is in the Kelley bill, which has passed the House.

Mr. KELLEY. Then it does not need to be incorporated here?

Admiral WASHINGTON. No, sir; not if its provisions are retained in that bill.

Mr. KRAUS. Referring to this section 6, is it precisely in this form in the Kelley bill? I have in mind particularly the word "six" in line 17, page 7. Why did you make that six months? Take this situation: Suppose just before the expiration of the year a man is discharged, would that not encourage him to stay out six months instead of four? Should not that be limited to four months?

Admiral WASHINGTON. Under existing general law he can come back within four months.

Mr. PADGETT. All we have got to do is to have it read "who have heretofore been discharged." That will keep them from going out hereafter and coming back and getting four months' pay. What Admiral Washington wants is something to induce the men to come back. What I mean is that we ought to limit this to those who have already separated themselves from the service and not have it apply for six months to the man that might go out hereafter.

Admiral WASHINGTON. No, sir; not hereafter; it should apply only to those who have heretofore been discharged.

Mr. KRAUS. Yes; heretofore.

Mr. PADGETT. I believe we have already made a note with reference to that, for consideration in connection with the Kelley bill when it comes up in conference.

Mr. KELLEY. The next is section 7, regarding the \$60 bonus.

Admiral WASHINGTON. Yes, sir; that is for the purpose of giving those men whom the comptroller ruled were not entitled to the \$60 bonus, because they were discharged, we will say, for example, yesterday from the naval service or naval reserve and reenlisted to-day; the comptroller said that such reenlistment constituted continuous service, and, therefore, that those men were not entitled to it. Had that man gone out of the service and stayed on the beach three days and then come back, he would have gotten his \$60 bonus. But by going out to-day and reenlisting to-morrow, the comptroller debarb him from getting the bonus.

Mr. KELLEY. That is all this provision does, is it?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. I think the comptroller went further, and held that if the man reenlisted at any time before he was paid his \$60 bonus, he was not entitled to it; that if he came back into the Navy at all he forfeited his \$60 because he did not stay out; and that was an inducement for him to stay out.

Admiral WASHINGTON. I am not sure about that, but I know occasions that occurred on ships where I was, in which the men lost the bonus in the way I have stated.

Capt. WILLIAMS. I think you are right about that, Mr. Padgett.

Admiral WASHINGTON. But these were continuous-service men. Here was an opportunity for them to go home for a while and get the \$60 and come back. Some of them did not want to go home, because their homes were too far away; some of them reenlisted. You can not discharge a man and reenlist him on the same day; that is contrary to law. On the second day they came back and reenlisted. The comptroller ruled that that was a continuous service and therefore the man had not actually separated himself from the service and was

entitled to the \$60. I think you are right, however, about his age.

**Mr. PADGETT.** I think there were cases where the comptroller disallowed the payment of the bonus where the man came back before he actually received it, although he was out of the service longer than the time you indicated. The comptroller held, I think, that if a man came back into the service at all, it was continuous service and was not a discharge.

**Mr. KELLEY.** Is the language of this section 7 of the bill intended to make it possible for a man who served in the Navy 10 years ago to receive a bonus?

**Admiral WASHINGTON.** No, sir; it applies only to those discharged subsequent to the armistice, giving them \$60 bonus and travel pay.

**Mr. KELLEY.** Well, it does not say that; it says:

that in case any enlisted man or enrolled man has been or hereafter shall be discharged, etc.

**Mr. PADGETT.** That word "hereafter" ought to be stricken out.

**Commander McCAIN.** It applies only under that act giving a bonus, the act giving travel pay; and it applies only to those discharged subsequent to the armistice.

**Mr. KELLEY.** Well, it does not say so; it says, "In case any enlisted man or enrolled man has been or hereafter shall be discharged." You had better limit it to the armistice period; you had better make it read:

that in case any enlisted man or enrolled man has been discharged since the signing of the armistice.

**Mr. PADGETT.** Leave out the words "or hereafter."

**Admiral WASHINGTON.** Yes, sir; leave out the words "or hereafter."

**Mr. PADGETT.** Besides, if you offer that to him, he will go out of service for the very purpose of getting it.

**Commander McCAIN.** But the situation now is that he will go out and will not come back.

**Admiral WASHINGTON.** That was the difficulty, that the \$60 was an incentive for the man to leave the service rather than remain

Admiral WASHINGTON (interposing). I do not think the comptroller would rule that the paymaster could give a man two bonuses.

Mr. KRAUS. Well, I have no objection to giving him one bonus; but should there not be a proviso in this section against giving a man two bonuses?

Admiral WASHINGTON. The way the comptroller checks up the paymaster, I do not think he would get by with giving a man two bonuses.

Mr. KRAUS. Well, you understand the point I raised? That a man who served in the war with Germany and was discharged on the 12th day of November, 1918, and comes back into the Navy; now, he has a chance to get two bonuses.

Mr. PADGETT. We will make a memorandum as to that, for consideration.

Mr. KRAUS. I just want to make it certain that that will not be done.

Admiral WASHINGTON. It would make it more specific and absolute; yes, sir, to add such a provision.

Mr. KELLEY. Right at the end of that section, we could put in a little proviso which would make that clear.

We will now take up section 8 of the bill, relating to payments to the widows, orphans, etc., of deceased officers and enlisted men. That is simply reenacting the old law, is it not?

Admiral WASHINGTON. Yes, sir; that was reenacted in December, and it was recommended, I believe—

Mr. KELLEY (interposing). Just what does this section do?

Admiral WASHINGTON. It restores the six months' gratuity pay.

Mr. PADGETT. It restores the six months' pay to the widow, the children, or the designated relatives of the officers and enlisted men.

Mr. OLIVER. That is an additional compensation to that of the war-risk insurance act?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. The act of October 6, 1917, repealed this provision?

Mr. KELLEY. Accidentally repealed it?

Mr. PADGETT. No; I think not. But during this present session of Congress, we have reenacted that old law, so far as it applied to the Army, but not as applying to the Navy.

Commander McCAIN. And the war-risk insurance act ceases to become operative with the signing of the peace.

Mr. PADGETT. The provision which we have passed during this session as to the Army simply restores the law that had been the law for generations, which was repealed by the act of October 6, 1917.

Mr. KELLEY. That is the war-risk insurance act?

Mr. PADGETT. Yes; the war-risk insurance act; and now we have reenacted that for the Army, but we have not reenacted it for the Navy and the Marine Corps.

Mr. KRAUS. I think that bill has only passed the House.

Commander McCAIN. That is the law of December 17, 1919; it was approved on that day.

Mr. KELLEY. Is that the date on which it was made applicable to the Army?

Commander McCAIN. Yes, sir; it passed both Houses of Congress and was approved by the President December 17, 1919; it was a re-enactment, as applied to the Army.

Mr. OLIVER. It is now in force for the Army, then?

Commander McCAIN. Yes, sir; it is now in force as to the Army.

Mr. OLIVER. Is this section so written as to cover claims that may have accrued during the past eight or nine months?

Admiral WASHINGTON. It says, "That hereafter," Mr. Oliver; and the wording of it is copied from the original act.

Mr. OLIVER. So that that would not include claims that have already been paid?

Admiral WASHINGTON. No, sir; I think not.

Mr. OLIVER. Do you think it ought to be amended so as to cover them?

Admiral WASHINGTON. As you will remember, it was stated yesterday that the Secretary recommended inserting the word "nurse," and combining the payments for the Marine Corps; and the last line and a half was added to the first paragraph of that section.

Mr. OLIVER. How long has the Navy been without this provision?

Admiral WASHINGTON. Since 1917.

Mr. PADGETT. Since October 6, 1917.

Mr. OLIVER. And has the Army had it since that period?

Admiral WASHINGTON. No, sir.

Mr. OLIVER. When was it cut out for the Army?

Admiral WASHINGTON. The Army has had it since December 17, 1919.

Mr. OLIVER. Well, do you think that this provision for the Navy ought to date back so as to give the Navy at least the benefit from the time that the Army got it?

Admiral WASHINGTON. That would be a very considerate act for the widows and orphans, and I should be glad if it is done.

Mr. OLIVER. I think that change should be made—"from and after December 17, 1919."

Mr. KELLEY. Yes; I think that change should be made.

Mr. BUTLER. Mr. Chairman, I have here a letter from Representative R. Walton Moore, a man that I think very highly of indeed; I will ask your permission to have the clerk read the letter into the record, so that Admiral Washington may make any comment or recommendation of it that he deems necessary.

The letter says "who died several months ago while in command of a vessel." There is no name given; and I have no means of locating the case.

Mr. KELLEY. Well, except for making it uniform with the Army, it should go back further, should it not?

Admiral WASHINGTON. To December 17, 1919?

Mr. KELLEY. Well, the date of the act relating to the Army would be all right, so far as that is concerned; but in order to do full justice it should go back and include everybody who served during the war, should it not?

Admiral WASHINGTON. The justice would be more general and more considerate under those circumstances.

Mr. KELLEY. Yes.

Mr. PADGETT. If the Army was provided for in that way, this should be on a parity with that. We can look up the Army act and see what that provided.

Commander McCAIN. They tried to make it retroactive in case of the Army.

Mr. KRAUS. Mr. Chairman, there are several private bills before the subcommittee seeking to obtain this gratuity. As I understand it, this provision was stricken out inadvertently; and it seems to me that there should be some provision whereby it would be made operative during the entire war period.

Mr. KELLEY. I think so, too.

Mr. KRAUS. Subject to deduction for the amount of funeral expenses paid by the War Risk Insurance Bureau. I think that was the real purpose. That would require some additional language in the section.

Mr. PADGETT. The difficulty with that is that if you couple it up with the war-risk insurance, they would bring the widows and orphans out in debt to the Government.

Mr. KRAUS. No; I mean only taking credit for the funeral expenses. I think there was a statutory allowance of \$100 for that.

Mr. PADGETT. I think if we just make it relate back so as to be on a parity with the act of December 17, 1919, relating to the Army, that is all that we can do.

Mr. KELLEY. In the meantime, we can look up that act.

Mr. Butler has a letter from the Secretary of the Treasury, who suggests several amendments to this provision. One is to include the United States Coast Guard; the others seem to be minor amendments.

Mr. OLIVER. When did we turn the Coast Guard back to the Treasury Department?

Commander McCAIN. August 26 of last year.

Mr. PADGETT. I do not think we can undertake to take care of the Coast Guard in every proposition that comes up.

Mr. OLIVER. This period that we want to provide for now does not really cover a period when the Coast Guard was under the Navy, does it?

Mr. PADGETT. No.

Mr. OLIVER. I confess that I am very much in sympathy with the suggestion of Mr. Kraus that we should not discriminate against any of the men who lost their lives in the war; and by limiting the date

December 17, 1919, we would really be discriminating against the  
 sons and orphans of some of those men.

**E. KELLEY.** Will you look that up for us, Commander McCain?  
**Commander McCain.** Yes, sir; but I am sure that that act is not  
 retroactive.

**E. PADGETT.** We might insert something in this section that would  
 make both that act and this provision retroactive; that is, make  
 the provision retroactive for both the Army and the Navy, and  
 provide that it shall take effect from October 6, 1917.

**E. KELLEY.** Yes.

**E. KRAUS.** That suggestion should, at least, receive careful con-  
 sideration.

**E. PADGETT.** I have something in mind that I think would be  
 much simpler than this provision.

**E. KELLEY.** Reenact the old law?

**E. PADGETT.** Yes; reenact the old law, and provide that the re-  
 enactment should be operative from and after October 6, 1917; and  
 would put it exactly where it was before; it would simply  
 be the repeal of the old law.

**E. KELLEY.** You see what we want to do, do you not?

**Admiral WASHINGTON.** Yes, sir.

**E. KELLEY.** There is another part of this section 8.

**E. PADGETT.** Well, simply limit it to the Regular Navy. But I  
 think the better way to do, and the simpler way, would be to strike  
 all of this language and just reenact the old law and make it  
 take effect from October 6, 1917; in other words, just vitiate that  
 all.

**E. BUTLER.** Yes; that is the best way.

**E. PADGETT.** Leaving the old law just like it was; the old law  
 had been in force for a number of years.

**E. KRAUS.** It was only repealed by implication or construction  
 now.

**E. PADGETT.** Nobody knew anything about it; when it first came  
 I disputed that it had been repealed.

**E. KELLEY.** Is section 9 in the Kelley bill, too?

**Admiral WASHINGTON.** No, sir; that applies to the two-year and

Admiral WASHINGTON. I have added it here [indicating book]. I have added those words in this copy of the bill [indicating].

Mr. PADGETT. I think it should read:

Be, and is hereby, amended by striking out the words "until June 30, 1920," and adding the words, instead of the proviso—

Mr. KELLEY (interposing). "And the Marine Corps" after the word "Navy," in line 13, I suppose?

Mr. PADGETT. Yes.

Mr. KELLEY. That would make it apply to the Marine Corps. The next is section 10. What is that, Admiral Washington, in brief?

Admiral WASHINGTON. That is to reorganize and readjust the Chaplain's Corps.

Mr. KELLEY. Is that necessary at this time?

Admiral WASHINGTON. Yes, sir; we are having a great deal of difficulty in getting the chaplains to remain with us; a large percentage of them have already resigned, and the vacancies are not being filled up. One difficulty lies in the fact that they are all now in the higher grades; there is not sufficient promotion for those in the lower grades. When Congress passed the act of August 29, 1916—

Mr. PADGETT (interposing.) We are reducing the opportunities; we are making fewer captains than the present law allows.

Admiral WASHINGTON. They go out very quickly; a number of them are reaching the retirement age.

Mr. PADGETT. Yes; but what I am speaking of is that, under this amendment, we would be reducing the number in the grade of captain.

Admiral WASHINGTON. Yes, sir; but they can come up to the other grades more rapidly. This is a provision that has been drawn up by chaplains themselves. I have left it almost entirely with them; and the arguments for it are all presented from their point of view. They recommend the number in the captains grade reduced, in order that those in the grades of commander and lieutenant commander may be increased relatively. That is better for them; the promotion is more regular and rapid, and the increase of pay, as they go along, suit them better.

Mr. PADGETT. When we reorganized the Chaplains' Corps a few years ago we did not give them the rank of admiral; we limited it to captain; but we gave them more captains, in order to compensate for not giving them the rank of admiral.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And that is what they were insisting on at that time that more of them should have the rank of captain, as they did not get the rank of admiral; and my recollection is that we gave them more in the lower grades.

Commander McCAIN. You gave them 10 per cent of captains and 20 per cent of commanders, which is about twice as much as the other corps.

Mr. PADGETT. We gave them 10 per cent of captains, whereas in the line it is 4 per cent of captains; in the grade of commander we gave them 20 per cent of commanders, and in the line it is only 7 per cent of commanders.

Commander McCAIN. Yes, sir.

MR. PADGETT. So that we gave them nearly three times as many commanders and we gave them about two and one-half times as many lieutenants as there are, proportionately, in the line.

COMMANDER McCAIN. Yes, sir.

MR. PADGETT. That was to compensate them for not having the rank of admiral. Now, if you reduce them to four and seven, as the provision provides, how are you going to increase the flow of promotions?

COMMANDER McCAIN. The increase is in the lower grades; there is a requirement of three years sea service before an acting chaplain can become a junior lieutenant; then he must serve four years more as junior lieutenant before he can become a lieutenant.

MR. PADGETT. Well, even if you remove those restrictions, where do you have the vacancies in the higher grades for them to go to?

COMMANDER McCAIN. The chaplains' corps is very much increased. The act of August 29, 1916, made every chaplain in the service a lieutenant or a commander as soon as he had finished a certain number of years.

MR. PADGETT. I understand. We provided so many places; we provided one chaplain for every 1,200 men in the Navy. And we distributed 10 per cent of that number in the grade of captain and 7 per cent in the grade of commander, instead of 4 and 7 per cent, respectively, as in the line. Now, then, if you reduce the number of lieutenants from 10 to 4 and of commanders from 20 to 7 as soon as you have those places up, how are you going to get places for the men that come down below those grades?

COMMANDER McCAIN. You only have one lieutenant commander in the chaplain corps now—

MR. PADGETT (interposing). I am talking about opportunities for promotions—

COMMANDER McCAIN. We have got several vacancies for commanders now.

MR. PADGETT. I understand that you have those, but you just show those vacancies in this provision, you do not fill them, you do not show them.

ADMIRAL WASHINGTON. Shall I read the way they are divided on the present active list? There are 13 captains, and they are reduced to 14; in other words, there is one vacancy. They have 1 commander, and they are allowed 28.

MR. KELLEY. Now, they are not allowed to get up there on account of the sea-service requirement?

COMMANDER McCAIN. Yes; and other grade service requirements.

MR. KELLEY. Well, why not repeal that and let them go up?

ADMIRAL WASHINGTON. I do not know how that would work without looking at it more closely.

The total number that they are short is 50.

MR. KELLEY. Admiral Washington, will you just review this whole matter, with a view simply to removing such restrictions in the present law as prevent the proper flow of promotions?

ADMIRAL WASHINGTON. Yes, sir.

The statement referred to is as follows:)

Paragraph relative to the Chaplain Corps as drawn will remove all restrictions under the present law and insure a proper flow of promotions. In

Admiral WASHINGTON. I have added it here [indicating book]. I have added those words in this copy of the bill [indicating].

Mr. PADGETT. I think it should read:

Be, and is hereby, amended by striking out the words "until June 30, 1920," and adding the words, instead of the proviso—

Mr. KELLEY (interposing). "And the Marine Corps" after the word "Navy," in line 13, I suppose?

Mr. PADGETT. Yes.

Mr. KELLEY. That would make it apply to the Marine Corps. The next is section 10. What is that, Admiral Washington, in brief?

Admiral WASHINGTON. That is to reorganize and readjust the Chaplain's Corps.

Mr. KELLEY. Is that necessary at this time?

Admiral WASHINGTON. Yes, sir; we are having a great deal of difficulty in getting the chaplains to remain with us; a large percentage of them have already resigned, and the vacancies are not being filled up. One difficulty lies in the fact that they are all now in the higher grades; there is not sufficient promotion for those in the lower grades. When Congress passed the act of August 29, 1916—

Mr. PADGETT (interposing). We are reducing the opportunities; we are making fewer captains than the present law allows.

Admiral WASHINGTON. They go out very quickly; a number of them are reaching the retirement age.

Mr. PADGETT. Yes; but what I am speaking of is that, under this amendment, we would be reducing the number in the grade of captain.

Admiral WASHINGTON. Yes, sir; but they can come up to the other grades more rapidly. This is a provision that has been drawn up by chaplains themselves. I have left it almost entirely with them; and the arguments for it are all presented from their point of view. They recommend the number in the captains grade reduced, in order that those in the grades of commander and lieutenant commander may be increased relatively. That is better for them; the promotion is more regular and rapid, and the increase of pay, as they go along, suits them better.

Mr. PADGETT. When we reorganized the Chaplains' Corps a few years ago we did not give them the rank of admiral; we limited it to captain; but we gave them more captains, in order to compensate for not giving them the rank of admiral.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And that is what they were insisting on at that time, that more of them should have the rank of captain, as they did not get the rank of admiral; and my recollection is that we gave them more in the lower grades.

Commander McCAIN. You gave them 10 per cent of captains and 20 per cent of commanders, which is about twice as much as the other corps.

Mr. PADGETT. We gave them 10 per cent of captains, whereas in the line it is 4 per cent of captains; in the grade of commander we gave them 20 per cent of commanders, and in the line it is only 7 per cent of commanders.

Commander McCAIN. Yes, sir.

DEGETT. So that we gave them nearly three times as many officers and we gave them about two and one-half times as many as there are, proportionately, in the line.

Under McCAIN. Yes, sir.

DEGETT. That was to compensate them for not having the admiral. Now, if you reduce them to four and seven, as provision provides, how are you going to increase the flow of is?

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DEGETT (interposing). I am talking about opportunities for is—

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DEGETT. I understand that you have those, but you just leave those vacancies in this provision, you do not fill them, you leave them empty.



order to meet objections that there may be a hump in the ranks of commanders and captains it is suggested that the percentages in the first paragraph of section be changed from 4 per cent for captains to 6 per cent for captains, from 8 per cent for commanders to 12 per cent for commanders; the balance, namely, 82 per cent—to be distributed in the lower grades. This will give chaplains the same percentage in the grade of captains and commanders as been provided for the Supply Corps and will remove service in grade requirements as acting chaplains and as chaplains, and will place them on the running mate system with a line running mate as is now provided for other corps, will, I think, be entirely satisfactory.

Mr. KELLEY. We come now to section 7. That is in the Dorr bill?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. You have been heard already in regard to that. Now, we will take up section 12, regarding retirement.

Admiral WASHINGTON. We have a number of officers at the top of the grade of lieutenant commander and of captain, who have passed over from year to year; and they remain there until they reach the statutory ages; and each selection board, you might almost say, is going to pass those men again before when they come before.

Mr. PADGETT. That is the class of cases that you have given full statement of in your main statement?

Mr. KRAUS. As I understand it, you are in favor of this legislation?

Admiral WASHINGTON. No; I am not advocating it. I desire to get them off the list.

Mr. BUTLER. You want them to go out at the time fixed?

Admiral WASHINGTON. Yes, sir.

Mr. BUTLER. And do you not think that it is better for the good of the service and for the morale of the service that he should go out at once?

Admiral WASHINGTON. Yes, sir; and still further, there are a number of those officers who are at an age where they can go to the merchant service, and they appeal to the department to be allowed to retire to be allowed to go. The Shipping Board would be glad to get them; they are good men, but they have apparently fallen down in their qualifications.

Mr. BUTLER. Did we not have a provision in the law by which the Shipping Board could get them for a certain time?

Admiral WASHINGTON. Yes; but that was extended for only one year; that was in the grade of commander. And if these officers could go out now, they could do good service either in the Navy or the merchant marine. Many of them have applied to do so, and their applications have been very insistent.

Mr. OLIVER. You say, "either in the Navy or in the merchant marine"; what do you mean by that?

Admiral WASHINGTON. They do not like to remain in that grade year after year. Now, if they go on the retired list, I could employ them on duties which they are well qualified to fill, and yet no one will pass them for promotion.

Mr. OLIVER. What kind of positions would you employ them in? Admiral WASHINGTON. I would employ them in recruiting in hydrographic work, and inspection duty of various kinds.

Mr. OLIVER. That would amount to paying them two salaries, would it not? They are getting 75 per cent retirement pay at present.

Admiral WASHINGTON. No, sir.

MR. PADGETT. No; the law provides that an officer on active duty not receive a pay exceeding his retired pay, if that is greater than the retired pay of a lieutenant commander; so that it is limited by existing law.

ADMIRAL WASHINGTON. Yes, sir. An admiral, for instance, would not receive the pay of lieutenant commander, unless he chose to retain and receive his retired pay solely.

MR. PADGETT. But he could accept his retirement pay?

ADMIRAL WASHINGTON. He could accept his retirement pay, but if he did not, he would get the pay of a lieutenant commander.

MR. BUTLER. I think they should be allowed to go.

ADMIRAL WASHINGTON. Yes, sir; it is a humiliating position for

MR. KRAUS. I believe you said it should be optional with these

ADMIRAL WASHINGTON. Yes, sir.

COMMANDER McCAIN. There are some men now who are asking for retirement; but the admiral was arguing against extending this for one year, as recommended by the Secretary, but that comes later in the bill.

MR. KELLEY. This section provides that if they have been passed three times, they will go on the retired list?

MR. KRAUS. This does not refer to the same thing that Commander McCain was speaking of?

ADMIRAL WASHINGTON. No; that refers to the age of retirement, but this section refers to those who have been passed three times successively. Many of these officers have been passed over as many as five times.

MR. KELLEY. Now, with regard to section 13, is it important to have that provision now?

ADMIRAL WASHINGTON. It is like this: That is an Army law, and I do not believe it has been invoked very much; but there are occasions when it would be very useful; and I think the deterrent effect of having it would be a great deal better than any positive application. Take, for example, the grade of rear admiral; an officer is

Mr. BUTLER. This section does not cover the case of a man who is physically disqualified?

Admiral WASHINGTON. This does not cover the case of a man physically disqualified; in those cases we order him before a retiring board under general law.

Mr. PADGETT. This is a case where a man becomes inattentive and less efficient?

Admiral WASHINGTON. Yes, sir; where he loses interest. I do not believe it would invoked to any extent. In the Army I only recall two cases where the President has used it.

Mr. KRAUS. How many men would it affect in the Navy at this time?

Admiral WASHINGTON. Well, I would have to give you a very one-sided opinion on that.

Mr. KRAUS. I mean, how many men who have had 45 years' service as a commissioned officer, or have reached the age of 62 years? At this time how many are there of those?

Admiral WASHINGTON. I thought you meant how many could be retired under the provision.

Mr. KRAUS. No.

Admiral WASHINGTON. There are quite a number.

Mr. KELLEY. It relates to just a few admirals?

Admiral WASHINGTON. Yes, sir. It would take in as far down on this list [indicating] as the fifth captain, and, with some exceptions on the admiral's list, it would go down—there would be at least 25 admirals and about 5 captains; about 30 officers that have had this 45 years of service. The classes will gradually get larger as they come up, so that this 45-year limit will be rapidly increased in the next 5 or 10 years.

Mr. KELLEY. You say there are about 30 officers all told that would come within those limitations?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. How many admirals?

Admiral WASHINGTON. Twenty-five.

Mr. KELLEY. Twenty-five admirals?

Admiral WASHINGTON. On this register, yes; there will really be fewer than 25, because of some of these have retired.

Mr. BUTLER. As I understand, you take them from the active list and put them on the retired list, with the retired pay?

Admiral WASHINGTON. Yes.

Mr. BUTLER. And therefore it would not be reducing the number—

Mr. OLIVER (interposing). They would fill the places that they had?

Admiral WASHINGTON. Yes; somebody would take the place of the man who was retired.

Mr. OLIVER. Well, it would cost more; you would have more on the retired list than you had before, and you would have the same number on the active list?

Mr. KRAUS. If you want to meet a situation of this kind why do you not provide that they may be retired with less than 45 years' service?

Admiral WASHINGTON. I did not want to ask the Secretary to do anything other than that which has been proved satisfactory.

Mr. OLIVER. What was the real reason for this legislation?

Admiral WASHINGTON. We have officers from time to time, who we will say, at the grade of rear admiral, to take the top job, at the age of 52, 51, or 50, or thereabouts, who are promoted, we will say they are all right at that time. And they have then served from 12 to 14 years service before they reach the retiring age.

During that 12 or 14 years they may physically, mentally, or occasionally break and become almost at that stage where we would send them to sea and where we do not care to put them at an important command of any kind; and their service during this period of the break is nominal. The desire is to get them off the active energetic list and get some younger or more vigorous man in their place.

Mr. KRAUS. The reverse would also be true, would it not, that you would want to get rid of this man if he was excessively active and did not meet the approval of the department—that steps could be taken to get rid of him under this section?

Admiral WASHINGTON. That would be utterly improbable. I do think there is a possibility of a case of that sort, certainly not in the present Secretary, who is most considerate in overlooking all those features that we have just been speaking of, and treating men with more kindness than some others would in his position.

Mr. KRAUS. You are referring to the Year Book?

Admiral WASHINGTON. Yes, that is, the one for January, 1919.

Mr. KRAUS. Yes. I would like to have the page of the book, and would also like to have you insert in the record the names of the officers who would be affected by this provision.

Capt. WILLIAMS. At the present time?

Mr. KRAUS. At the present time, yes; the names of the admirals and captains who would be affected by it; I would like to have that be recorded.

Mr. PADGETT. When you say "who are affected by it," we do not know that anyone would be affected by it.



ing to the dates of their commission, irrespective of whether the commission was permanent or temporary. The result of that legislation is a violation of the selection principle, inasmuch as the selection board may select from a number of temporary rear admirals, we will say, the lowest temporary one for the permanent rank of rear admiral; yet, if this board selected the lowest one of these as permanent rear admiral, the temporary ones, who were not considered worthy of selection, will rank ahead of the temporary rear admiral who has been selected for permanent rear admiral.

Mr. KELLEY. Will you illustrate just exactly what you mean?

Admiral WASHINGTON. If there are half a dozen rear admirals, temporary—

Mr. KELLEY (interposing). Which grade?

Admiral WASHINGTON. They are permanent captains, but temporary rear admirals.

Mr. KELLEY. That is, the lower nine?

Admiral WASHINGTON. The lower nine; and if the board selects the last one of those half a dozen, he still remains junior to the five who were not selected, although the board considers him the better fitted for selection into the permanent service.

Now, when the temporary ranks or commissions are abolished, then those five who are senior to him will go back to the grade of captain, but this junior one of the six will remain a permanent rear admiral. In other words, the junior would be the one selected for admiral in the permanent service, and his five seniors would go back to the grade of captain. But until the temporary ranks are abolished the five seniors who failed of selection would be ahead of the one who was selected.

Mr. BUTLER. Yes; they would have superior rank.

Mr. PADGETT. Is not the real gist of it the effect of retirement in the rank of admiral? Here are a number of admirals who are permanent and temporary in the upper nine and a number who are in the lower nine?

Admiral WASHINGTON. Yes.

Mr. PADGETT. And if a man retires when he is the upper nine, he retires on three-fourths pay, or three-fourths of \$8,000, and if he is in the lower nine he retires on three-fourths of \$6,000. Now, if the man who has a permanent rank has several officers in the upper nine that outrank him in there, they hold him out of that upper nine, and he comes to the retirement age of 64 years, and he goes out on three-fourths of \$6,000?

Admiral WASHINGTON. That would be the effect of it; yes, sir.

Mr. PADGETT. And when the admirals are reduced below him that would put him in the upper nine, and he will be retired on three-fourths of \$8,000.

Mr. KELLEY. Well, as a matter of right, should he be up there?

Mr. PADGETT. I am just speaking of the effect of the provision. If the man was regarded as worthy when he was selected and promoted by the board, and some other board selects a man who was down below and gives him a permanent rank, that man is regarded as having merit by having been selected; and it looks to me as if the principal question involved was the question of retirement pay in the two ranks of admiral.

**Admiral WASHINGTON.** That would be the effect of it, but I do not think there would be more than a very few cases. The great mass of cases affected by this provision would be in the grade of captain. There are only a few cases where it would apply in the grade of rear admiral, because none of those officers who were promoted and selected, so far as my knowledge goes—

**Mr. PADGETT** (interposing). But when the temporary grade goes out of effect, those captains and commanders would necessarily have dropped below those men who had been selected for permanent rank?

**Admiral WASHINGTON.** I do not think this in an important thing. I would not urge the committee to pass it, because I do not think it is of very great importance.

**Mr. PADGETT.** The effect of this would be to anticipate the abolishment of the temporary grade?

**Mr. KELLEY.** The whole difficulty is that the temporary grades would be abolished as soon as the law is effective.

**Admiral WASHINGTON.** Absolutely; and as the temporary grade passes out or is abolished the whole thing passes out.

(Thereupon, at 12.30 o'clock p. m., the subcommittee took a recess until 2 o'clock p. m.)

#### AFTER RECESS.

#### Statement of ADMIRAL THOMAS WASHINGTON—Resumed.

**Mr. KELLEY.** The next is section 15. This makes the same regulations for wearing the uniform in the Navy as in the Army?

**Admiral WASHINGTON.** Yes; preventing the use of it outside.

**Mr. KELLEY.** It makes the rules governing the wearing of the uniform in the Navy the same as the rules in the Army?

**Admiral WASHINGTON.** Yes, sir; the same thing. It just makes the words, "the Secretary of the Navy" alongside "the Secretary of War," wherever the latter occur in the bill.

**Mr. KELLEY.** Section 16 changes the name of the Bureau of Steam Engineering to "Bureau of Engineering"?

**Admiral WASHINGTON.** Yes, sir.

**Mr. KELLEY.** You recommend that, do you?

**Admiral WASHINGTON.** Yes, sir.

**Mr. BUTLER.** That has already been done and gone to conference.

**Mr. KELLEY.** That is in the appropriation bill.

I do not believe you care to have the Bureau of Personnel changed, do you?

**Admiral WASHINGTON.** I think, Mr. Kelley, while I personally do not care about it, if it is changed it will be better. It is purely and solely a Bureau of Personnel. Navigation at the present time conveys no information as to the character of the duties, and after I am out and other people come in "Personnel" will be much more acceptable.

**Mr. BUTLER.** You deal only with persons, anyhow?

**Admiral WASHINGTON.** Only with persons, and "Bureau of Personnel" is much more distinctive.

**Mr. PADGETT.** "And the Bureau of Steam Engineering hereafter shall be designated the Bureau of Engineering." That was all

that was asked. The other one, Navigation, was not included in the matters that were submitted.

The CLERK. They were both asked by the Secretary.

Mr. BUTLER. Have you any objection to it?

Admiral WASHINGTON. No, sir; I think it would be well to make the change.

Mr. KELLEY. Section 17 provides that the provisions of sections 12 and 13 of the selective draft act of May 18, 1917, "shall continue to apply to all naval training stations." Do you think we ought to authorize you to draft men for service in the naval training stations?

Admiral WASHINGTON. That is the restriction of so many miles in which saloons and similar or worse places are excluded from being established.

Mr. KELLEY. Of saloons?

Admiral WASHINGTON. Yes; it is really maintaining that restriction.

Mr. KELLEY. Do you think that is important now?

Admiral WASHINGTON. Yes; I think it is very well. It keeps away the immoral element.

Mr. KELLEY. It applies the same regulations to the naval training schools that existed during the war to the Army cantonments?

Admiral WASHINGTON. Yes, sir; but we do not wish it to apply to navy yards or receiving ships in cities like New York, for instance, or San Francisco.

Mr. BUTLER. Why not?

Admiral WASHINGTON. Because we could not restrict the city authorities, and the training stations like Newport or San Francisco are just outside the city limits.

Mr. BUTLER. In other words, as it existed during the war, you would like to have it continue?

Admiral WASHINGTON. Yes, sir; so far as the training stations are concerned.

Mr. KETTNER. That applies to training stations?

Admiral WASHINGTON. Yes, sir; for training the recruits.

Mr. KETTNER. What is the distance?

Admiral WASHINGTON. Those are the sections that limited the distance at which a saloon——

Mr. KETTNER. I understand; what is the distance?

Admiral WASHINGTON. I think it is 5 miles.

Mr. KETTNER. That would take in the whole city of San Diego, would it not?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. There is a more serious question about this; that was war legislation.

Mr. KETTNER. Yes.

Mr. PADGETT. Now the jurisdiction of the Federal Government in time of peace to continue legislation of this kind is a very different question from the exercise of a war power during war.

Mr. KETTNER. Yes.

Mr. BUTLER. Inasmuch as Gen. Long is sitting here and has come over from the headquarters of the Marine Corps, as we go along, if there are any provisions here in which the Marine Corps may have an interest I suggest that he speak up.

Mr. KELLEY. Yes. The next is section 18:

That the charge of desertion now standing on the rolls and records of the Navy and Marine Corps against any officer or enlisted man in the naval service may, in the discretion of the Secretary of the Navy, be considered to intents and purposes as if it did not exist.

That is to get rid of all these cases pending against the boys during the war if the Secretary of the Navy so decides?

Admiral WASHINGTON. The particular case which brought this very forcibly to my mind was that of a young boy by the name of Lanet; who was the grandson of the French minister who got into difficulty during the administration of President Washington. This boy was a great grandson, went on a two-weeks' leave from the *Georgia* at New York, and on leaving the ship, immediately proceeded to France and went through a course of training in the French Army, joined the Lafayette Escadrille and served throughout the period of hostilities and until our entry into the war with Germany. As I recall it, he had either three or four victories over German planes to his credit and two or three medals from the French Government. On our entry into the war, he went to Gen. Parker, of our Army, and told him who he was and that he wished to get back into the American service, now that we were into it. The mother of the boy came in to see me. The boy had kept a diary throughout the time, a most interesting document, giving all the details connected with his entire period of service from the day he left the *Georgia* until the forenoon of his death, written in great detail. He seemed to be of a very religious turn of mind, attended service and kept up his nightly and morning prayers, and so on. There was no blemish on that boy's record except his desertion from the *Georgia* and, on account of his excellent record, the Secretary decided that he would consider that this boy had left us in a state of honor. He was killed in combat with the Germans, I think, the morning before he was to report to our officers.

Now, we have a number of cases of that sort. One was an enlisted man on one of the ships, who deserted at Bordeaux, France. He saw no chance of our getting into the fight, and he went on and joined the British forces. He was wounded four times

Admiral WASHINGTON. Either with our forces or with the Allies.  
Mr. OLIVER. The cases which have commended themselves to you and the Secretary are those who deserted for the purpose of joining the allied forces?

Admiral WASHINGTON. Yes.

Mr. OLIVER. And not where parties deserted some years before and later entered the service because they might be compelled under the draft law to enlist?

Admiral WASHINGTON. Yes, sir; solely those who left our service and who immediately entered into the cause of the Allies.

Mr. PADGETT. Suppose that the language should read "Since the declaration of war," "at the time it began," or "our entry into it." In other words, "began in August, 1914."

Admiral WASHINGTON. Yes, sir; that would be better.

Mr. HICKS. Your idea would be, Admiral, as I understand it, not to have this removal of the charges operate against a man who deserted from the Navy previous to the commencement of the European war?

Admiral WASHINGTON. No, sir.

Mr. HICKS. I think the date ought to be put in there if that is the intent.

Admiral WASHINGTON. If there were any material break, if he was away from us for six or eight months and then decided to join the Allies, I would not consider his case a deserving case.

Mr. HICKS. In other words, there must be a continuous service, either in our force or the forces of the Allies?

Admiral WASHINGTON. That is the idea. We have quite a number of cases where this would be fitting.

Mr. PADGETT. Where the fellow got impatient to fight and did not see any chance of it immediately, and went and joined the others?

Admiral WASHINGTON. Yes.

The CHAIRMAN. This is not so broad as to include any of the character of cases we have been talking about?

Mr. KELLEY. Yes, sir; it does.

Mr. PADGETT. This would include anybody here, since August 4, 1914?

Admiral WASHINGTON. August 4; yes, sir.

The CHAIRMAN. And such cases as we have been talking about. Mr. Padgett, that we have in mind and that Admiral Washington has been citing?

Mr. PADGETT. That is all right.

Mr. BUTLER. Yes; this is very general.

Mr. PADGETT. Suppose a fellow deserted 10 years ago, and then he saw he was going to get in somewhere, and comes along and joins?

Mr. OLIVER. We leave it to the discretion of the Secretary.

Mr. HICKS. He has the power there.

Mr. VENABLE. Suppose a man deserted not for the purpose of fighting with the Allies but, let us assume, for a dishonorable purpose and yet afterwards went into the armies and served this country heroically and well, or other allied countries. Why should we bar him?

Mr. KELLEY. We could afford to wipe that out.

**Mr. HICKS.** I think that discretion to the Secretary is ample to cover anything.

**Mr. KELLEY.** Just limit the date to August 4, 1914.

**Mr. KRAUS.** It seems to me we should have legislation of this character, but it occurs to me if you treat that charge as not existing, how and when are you going to sever that man's official record of service with the Navy? Take the case you have given now. You remove this present charge and then he is still on the rolls of the Navy?

**Admiral WASHINGTON.** In this particular case we handled it in this way: It was the first that had ever arisen and the Secretary wrote this boy's mother a letter commending his conduct in action against the Germans and stated that this letter would be placed on his record and operate as a cancellation of the charge of desertion against him. We have no authority to remove the charge of desertion once properly made.

**Mr. PADGETT.** This does not do that. It says "Shall be considered to all intents and purposes as if it did not exist."

**Admiral WASHINGTON.** As if it did not exist; yes.

**Mr. KRAUS.** Should not there be a provision also, authorizing you to sever the man's official relation to our Navy as of the date this desertion took place? Otherwise, he certainly will be carried on the rolls of our Navy until the expiration of that enlistment, and we are responsible for him in every way.

**Mr. KELLEY.** Would he not be eligible for discharge, Mr. Kraus, the moment you say "Shall treat as not existing"?

**Mr. PADGETT.** You do not say they shall remove the charge of desertion: it stands on the record.

**Mr. BUTLER.** You ought to rub it clear from the record.

**Mr. PADGETT.** I do not see how you can rub it out. The wording is broad, however.

**Admiral WASHINGTON.** How would the word "canceled" do?

**Mr. HICKS.** How about the question of pay? Would he be entitled to back pay?

**Admiral WASHINGTON.** No, sir; I think not.

**Mr. VENABLE.** This entry is expunged by honorable and heroic conduct in the war?

**Mr. KRAUS.** Does that restore him to the list again?

**Admiral WASHINGTON.** Where anyone who is absent without authority, the auditor checks his pay.

**Mr. KELLEY.** All this does is to treat the charge of desertion as never having existed. What happens then?

**Admiral WASHINGTON.** It just clears his record: nothing more, sir. And if he wants to come back and reenlist, we can take him back; if the charge of desertion stands, we can not.

**Mr. KELLEY.** Do you give him an honorable discharge?

**Admiral WASHINGTON.** Under the present law we give him what we call a deserter's release, after two years. A man can come up and claim it in time of peace, but in time of war nothing is authorized at all.

**Mr. VENABLE.** Does this relieve him from the legal consequences of desertion?

**Admiral WASHINGTON.** We have no authority whatever to release him from the legal consequences, except in time of peace.

Mr. VENABLE. I am speaking of this provision?

Admiral WASHINGTON. This does not give us any authority.

Mr. VENABLE. You say it should be held as never having existed?

Admiral WASHINGTON. Under those circumstances, I construe it that we could reenlist him. If it is considered that it did not exist, there would be no charge of that sort against him.

Mr. VENABLE. That relieves him from all legal consequences?

Admiral WASHINGTON. That is true.

Mr. HICKS. If that is the case, that he never deserted, and there is no charge against him, his pay would go on continuously as though nothing had ever happened to him?

Admiral WASHINGTON. No, sir; the auditor would never let him have it.

Mr. STEPHENS. How about a young man who deserted from the United States Navy in 1915 and joined the Allies, that is, the British troops, and the Canadian troops, and fought all through the war and came back: Would he come in?

Admiral WASHINGTON. Yes, sir; under this provision he would, if he went direct from our service into their service, because Mr. Padgett's amendment there stated August 4, 1914.

Mr. STEPHENS. That is all right.

Mr. KELLEY. Section 19: I notice a memorandum in the margin "This is contrary to the established and consistent policies of the Bureau of Navigation." So you do not recommend that?

Admiral WASHINGTON. Yes, sir. That should be "To the department."

Mr. KELLEY. It should be "Contrary to the established and consistent policies of the department"?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. Section 20 takes up the question we have had up a great many times before, about paying for lost baggage. Is there any special thing to say about that, Admiral Washington?

Admiral WASHINGTON. No, sir; nothing special.

Commander McCAIN. I think we ought to have it, sir.

Mr. PADGETT. This is a copy of the law with reference to the Army and not with reference to the Navy?

Admiral WASHINGTON. Yes.

Mr. OLIVER. Is there any limitation on the value of the baggage that can be carried?

Admiral WASHINGTON. The comptroller and auditor handle that. There is a limitation.

Mr. OLIVER. This would seem to remove the limitation.

Admiral WASHINGTON. They have fixed rules.

Mr. OLIVER. This law as drawn would remove the limitations. It says "For property lost or destroyed in such service," irrespective of value.

Admiral WASHINGTON. They never get anything more than the comptroller will allow and he sometimes is most rigid in cutting them down.

Mr. KETTNER. Do you not think we ought to adopt the experience of the railroads? They all have a limitation of \$100 or \$200.

Admiral WASHINGTON. It would not be amiss to put in a limitation, but not so low as that, as an officer changing stations most generally travels with his entire outfit of personal property.

**Mr. HICKS.** My impression is when we discussed this some few years ago we put a limitation in.

**Mr. KELLEY.** Why would it not be a better way to handle it to say the law of March 4, 1915, shall be made applicable to the officers of the Navy, just as it is applicable to the officers of the Army?

**Mr. PADGETT.** It says here that the provisions of the act of October 6, 1917, entitled "An act to provide," etc.

**Mr. KELLEY.** I do not think that is the one. I think March 4, 1915, was the one. Just say that the act of March 4, 1915, shall apply to the Army, Navy, and Marine Corps.

**Mr. VENABLE.** What reason is there because a man is in the military service of the United States that the Government should guarantee him against loss by a carrier? No other citizens are guaranteed against loss by the carrier.

**Mr. PADGETT.** The Government orders him about, to go to certain places.

**Mr. VENABLE.** And so with a man in Government service who is ordered about in civil life.

**Mr. PADGETT.** But he determines himself whether he will go under those circumstances or not. The officer, regardless of whether he wants to go or not, has to go.

**Mr. OLIVER.** We all know that under the laws of the States a man can only recover for a limited amount of personal baggage, and we should establish some limitation. As drawn it would place an unlimited amount on the right of recovery. I think there should be some check.

**Mr. HICKS.** While we are speaking of this baggage loss, there is another matter I want to speak of. I do not know whether it is in this bill or not, but it seems to me maybe it ought to be in, to make the Navy and the Army as nearly alike as possible, and that is the amount of baggage carried free by the Government. As I understand, in the Army they allow the free transportation of 1,200 pounds, I think it is, of an Army officer's baggage; but the Navy does not have that same regulation. It does not seem to me it is fair to allow Army officers to send their baggage up to 1,200 pounds free and not to include the Navy under the same provision.

**Mr. KELLEY.** I suppose that is freight you are speaking of?

**Mr. HICKS.** Household articles. The naval officers are moving about the country like Army officers, and I believe the two services should be synchronized as closely as possible and I think that is a suggestion we ought to consider in this bill. What do you think of having some provision of that kind? Does that not work a hardship on the naval officer now, to have to pay freight charges for household articles when he is ordered from place to place?

**Admiral WASHINGTON.** It is a very severe handicap on them, particularly when an officer has to move to a foreign station. Naval officers are transferred, relatively, much more frequently than they are in the Army. An Army officer is not shifted about from place to place as frequently as the average naval officer. Our limitation of duty in one place is four years as the maximum.

**Mr. KELLEY.** Section 21 appropriates \$600,000 to reimburse the Army for Navy Victory buttons?

**Admiral WASHINGTON.** Yes. The Army contracted for those and we got them from them.

Mr. KELLEY. You have already had them, have you not?

Admiral WASHINGTON. We have gotten some, and they are going to furnish them all, but up to the present time we have paid them nothing. Instead of our contracting for them independently of the Army, the Army contracted for the entire lot.

Mr. KELLEY. This should have gone into the appropriation bill. How did it happen to get in here?

Admiral WASHINGTON. I do not know, sir, how that happened to be left out. It was passed over from last year. It comes out of the pay of the Navy for 1920.

Mr. KETTNER. They can amend the Senate bill and put it in on the floor of the Senate.

Mr. KELLEY. Section 22 is disposed of. Section 23 has something more about desertion. What does this provide?

Admiral WASHINGTON. In case the President pardons anybody—a man who has been convicted of desertion—he can be reenlisted. My belief is, however, that a pardon wiped all that out and would allow us to reenlist him.

Mr. KETTNER. It does.

Admiral WASHINGTON. But the Secretary sent it to the committee with his approval. The Judge Advocate General drew that up, and I know nothing about the origin of it other than that.

Mr. HICKS. That proviso is a little bit different. That proviso says he has to complete his time lost?

Admiral WASHINGTON. That is to provide that a fraction of an enlistment may still be made good.

Mr. PADGETT. That is the substance. The pardon wipes out everything.

Mr. KELLEY. Is it not likely this does not affect more than one person?

Admiral WASHINGTON. Very few.

Mr. KELLEY. It looks like one of those sections intended to take care of one man.

Admiral WASHINGTON. Yes. The President would not act except in exceptional cases.

Mr. HICKS. This proviso would merely continue his enlistment for the amount of time he served in prison?

Admiral WASHINGTON. I should think so; yes, sir.

Mr. PADGETT. I think we already have that in the law. Did we not put a provision in the law seven or eight years ago, that an enlistment should not be complete until they made good. For instance, under that, we put in drunkenness—

Admiral WASHINGTON. Yes; and this is for desertion.

Mr. PADGETT. We put a drunkenness clause in. Now, whenever the President pardons, that wipes out everything.

Mr. KELLEY. It ought to. But this would not do that; this would make him go back and serve out his other enlistment before the thing would be effective.

Mr. PADGETT. I do not see any importance about that.

Mr. HICKS. Your idea would be, you could cut out the whole of section 23, would it not, Mr. Kelley?

Mr. KELLEY. I think so.

**Mr. PADGETT.** The note says, "This section gives enlisted men who have been administratively listed as deserters or convicted of desertion by courts-martial an opportunity to retrieve their former conduct. Many of these men have served long and faithfully prior to his infraction of law, and the department is of the opinion that it would be to the interests of the service if the most deserving be restored to duty or reenlisted, as the case may be, if pardoned by the President."

If they are pardoned by the President, they may reenlist them, because that wipes out everything just as though the offense had never been committed. The Supreme Court has decided that time and time again. Then, if there is nothing on the record, there is nothing to prevent him coming in, and the only thing is the proviso that he would have to come in and serve out the balance remaining of the old enlistment before he could come in and serve a new one.

**Mr. OLIVER.** That section seems to have had two purposes. The second proviso is as follows: "*Provided further*, That hereafter the term of enlistment in the Marine Corps and the gratuity for reenlisting shall be the same as now are or hereafter may be prescribed for the Navy."

**Mr. PADGETT.** That is stricken out there because it is put in another place.

**Mr. KELLEY.** These lines that are stricken out are not satisfactory to the Bureau of Navigation.

**Mr. PADGETT.** This proviso is duplicated in section 63, too.

**Admiral WASHINGTON.** Yes, sir; that is in another section.

**Mr. KELLEY.** Section 24 has not been approved by the Bureau of Navigation. Does anybody want to inquire about that?

**Admiral WASHINGTON.** The Secretary is going to write another letter to the Senate and ask them if they will start those schools, give an appropriation to start them, at a smaller amount. This estimate was \$525,000 and he told me yesterday he wanted to take it up with the Senate and see if they would be willing to give \$150,000 or \$200,000 to start them as an experiment. Of course, we can do that, and put them on the same basis as the Plattsburg encampment was run.

**Mr. KELLEY.** You are not really hard up for places to train your men, are you?

**Admiral WASHINGTON.** This was for school boys.

**Mr. KELLEY.** Section 25 is out?

**Admiral WASHINGTON.** Yes, sir.

**Mr. KELLEY.** Section 25½. I think probably we had better pass that over entirely for the present. That is the new Naval Reserve. We will want to take that up in a different way and consider it at length, I imagine, in conjunction with the Merchant Marine Committee.

Section 26 goes out on the recommendation of the department?

**Mr. PADGETT.** Not all of it. There is part of it there on page 26. "That enrolled members of the United States Naval Reserve Force who served in the Naval Auxiliary service prior to April 6, 1917, shall be credited with the time so served in the same manner and with the same effect, except for the purpose of retirement, as though said service had been continued in the United States Navy."

Mr. KELLEY. Suppose we leave out, Mr. Padgett, all this Naval Reserve legislation from this bill?

Admiral WASHINGTON. This really provides for those 500 men—the Naval Auxiliary, formerly the Naval Auxiliary Service men. Some of them have been in the Naval Auxiliary Service for 20 or more years, and they are now in class 3 of the Naval Reserves.

Mr. PADGETT. They were on the colliers; that is their principal service?

Admiral WASHINGTON. There are at the present time 386 of them actually on duty with us.

Mr. KRAUS. Does this apply to anybody else, Admiral?

Admiral WASHINGTON. No, sir; nobody else comes in that category at all.

Mr. PADGETT. Before the declaration of war, they were in the Naval Auxiliary Service and were civilians?

Admiral WASHINGTON. They were civilians and the appropriation was made especially for the Naval Auxiliary Service. Now, we have no appropriation for them.

Mr. PADGETT. And then, later on, when the war came, we took them all under Naval discipline and took them out of that civilian appropriation and, since then, we have been carrying them in the Naval establishment?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. And this is to allow those fellows who came in and joined the reserves and served the Navy in the reserves to couple their service back to the civilian service?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Except for the purpose of retirement?

Admiral WASHINGTON. Yes, sir. It amounts to something to them, because in the auxiliary service it gave them actually longevity pay. And there is no other provision in the bill which applies to them except that mentioned of the 500 officers.

Mr. PADGETT. I want to ask you about this, "Provided, further, that the annual pay of any member of the Naval Reserve Force shall not under any circumstances exceed the annual pay of an officer or enlisted man of the corresponding rank or rating and length of service in the regular Navy." What do you mean by that, Admiral?

Admiral WASHINGTON. At the present time, if they are in the Naval Reserve Force and confirmed in their rating and serving actively, they get 14 months' pay instead of 12 per year; and the idea of that provision was while they were actively serving, there was no good reason why they should be paid this two months' bonus over and above that paid the Regular Navy.

Mr. PADGETT. I did not know they got the two months' reserve pay while they were on active duty. I thought under active duty they were transferred to the Navy conditions and Navy pay!

Admiral WASHINGTON. They are still entitled to two months' retainer pay.

Commander MCCAIN. And still get it. They get 14 months' pay.

Mr. KELLEY. This is to make it say they will not?

Admiral WASHINGTON. This is to prevent that.

Mr. KELLEY. Section 27 is not recommended by the department. There are two provisions, Admiral, one on page 61 and one on page

of the bill. I think you do not desire either one of them enacted into law now. On page 61 it says:

**The Secretary of the Treasury is hereby authorized and directed to refund, out of any money in the Treasury not otherwise appropriated, the uniform gratuity credited to members of the Naval Reserve Force, pursuant to the provisions of the act of Congress approved August 29, 1916, in all cases where said gratuity has been deducted prior to July 1, 1918, because of the resignation from said force of said members, and the acceptance by them of temporary appointments in the Navy.**

Admiral WASHINGTON. There are not many affected by that: I think about 150.

Commander McCAIN. The first Naval Academy reserve class, who took the course in intensive training, resigned from the Reserve Force and were checked \$150, the amount of the uniform allowance, and immediately upon resignation accepted temporary appointments in the Navy.

Admiral WASHINGTON. It was a decision of the comptroller that if a man resigned he had to refund this \$150 outfit, and I think there were about 150 of them affected by that decision, and we remedied it in subsequent cases by discharging them from the Reserve Force and then commissioning them in the temporary service.

Mr. KELLEY. Then section 65 should go in here in place of section 27?

Admiral WASHINGTON. Yes, sir. There were about 150 who were not treated in the same manner as the others—that is, who had the \$150 checked against them.

Mr. KELLEY. Section 28—do you want that retained in the bill?

Admiral WASHINGTON. Yes, sir. The reason for that is this, and I regard it as very important. If we defer the rest of the Naval Reserve legislation, I do not think we ought to defer this. At the present time we have no means of compelling a Naval Reserve officer or man to take the required amount of training. He can go on and draw his retainer pay just the same during his enrollment.

Mr. PADGETT. I put a stop on that in the naval bill. I offered an amendment which the House adopted, and this is in consonance with it.

Admiral WASHINGTON. Then, at the bottom, this last proviso about the fleet naval reserve. We have no control over them except in time of war. They simply go their own way; we do not call them for drill, muster, or anything else. They are free foot absolutely upon entering the fleet naval reserve except in time of war. We are confronted with a condition like this: A good many of these fellows write in and say they can live cheaper in Greece or Italy or some other place, their former homes, and they want to go back there and live. Either yesterday or day before yesterday we had an application from a Jap, who was in the fleet naval reserve, to go to Japan and live. Of course, if he gets out of the United States we have absolutely no control over him in peace or war, unless he voluntarily returns, but he continues to draw this two, three, four, five, or six months' pay every year from the Government while he may be living abroad and completely out of our jurisdiction.

Mr. KELLEY. Section 29 provides that the Secretary of the Navy may, in his discretion, discharge members of the Naval Reserve Force

upon their own request upon reimbursing the Government for any clothing gratuity.

Admiral WASHINGTON. We issue an outfit of clothing to them, and then, of course, if they apply for their discharge, we always grant it; but there is no means of reimbursing the Government for the cost of the outfit advanced. An enlisted man of the Navy is required to reimburse the Government if he is discharged within a specified time.

Mr. PADGETT. The Secretary has a discretion about that, has he not?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. In the discretion of the Secretary they reimburse!

Admiral WASHINGTON. Yes; in the discretion of the Secretary. But in the case of the reserves, we have no means whatever. If he enrolls to-day and draws his clothing outfit and then, next month, tenders his resignation, we accept it, because we do not wish to keep him against his consent. And he goes out without any reimbursement to the Government.

Mr. PADGETT. And he has made \$100?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. Just what does section 30 provide?

Admiral WASHINGTON. These sections correct a number of injustices which have been done to members of the reserve force during the war. They are unintentional and most of them were cases of comptroller's decisions. In a good number of them the comptroller ruled that the man who left the Naval Reserve to come into the Navy lost his continuous service, or vice versa, and we do not want them to lose that. If he serves the Government in either capacity he ought to have the benefit of his former service in the Navy.

Mr. VENABLE. It simply gives credit in the regular service for what they have done in the reserve?

Admiral WASHINGTON. Yes, sir; the two combined forces.

Mr. PADGETT. Then, if a fellow had served in the Navy and then went out of the Navy and into the reserves, he credits it that way as well as the other way?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. It works both ways. If he was in the reserve and came into the Navy he combines; and if he was in the Navy first and then went into the reserves he combines?

Admiral WASHINGTON. Yes, sir. Then another feature of it is the comptroller has ruled where the law said 16 and 20 years the man must actually transfer on those dates upon the expiration of his enlistment. In other words, if an enlistment expired to-day, he had to transfer to-day; he could not do it to-morrow or next day. It is the comptroller's decisions we are up against mostly.

Mr. PADGETT. What do you provide about that?

Admiral WASHINGTON. We ask that he be allowed to transfer at any time after the 16 years.

Mr. PADGETT. After having had the required regular amount?

Admiral WASHINGTON. After having had the required amount of service.

Mr. PADGETT. In other words, if he had had 17 years he would transfer with the benefit of the 16-year service?

miral WASHINGTON. Provided he was still in the service. But comptroller says he can not do it; he has to wait then until he is in 20 years.

PADGETT. In other words, he has to transfer on the exact date?

miral WASHINGTON. He has to transfer on the exact date, and not think the law ever intended to limit it that way.

KELLEY. Section 31: These are all necessary?

miral WASHINGTON. There are a great many of those men, quite a number of them, that are now in the Fleet Naval Reserve, are hit rather hard by this decision. There was a case that came up the other day, of a man drawing, as I recall it, about \$120 a month and, on the comptroller's decision, because the man went from the Regular Navy into the Fleet Naval Reserve and then back into the Navy during the war, the comptroller ruled that the man forfeited his service and that he started in later as an original enlistment at \$42 a month, although he broke it while continuously actually on service board ship.

PADGETT. Was it not worse than that? My recollection is—it may not have been that particular case—but I heard that he went from the Navy in order to take a commission in the Reserve. If he went out of the Navy as an enlisted man to take a commission in the Reserve, then when he reenlisted in the Navy he went in as a new enlistment?

miral WASHINGTON. This paragraph corrects that, too.

PADGETT. In other words, if the man had been in the Navy 16 years and was a valuable man and they wanted him as an officer in the Reserve and he transferred his service into the Reserve, and he had 16 years' service in the Navy, and then when he had reenlisted that came back into the Navy they held his reenlistment.

Navy was a first enlistment and he lost the benefit of all the years he had been in the Navy and got no benefit for the time he had been in the Reserve?

miral WASHINGTON. That is it.

KELLEY. Section 31½ just makes the sections we have been talking about, in so far as applicable, apply to the Marine Corps?

miral WASHINGTON. That is it.

Admiral WASHINGTON. You established classes in that bill, and we propose to establish these ratings under those classes. In other words, for instance, we have no submarine ratings to speak of, because the submarine was largely developed after this law was passed. We can establish no aviation ratings; in fact, nothing without the sanction of Congress from year to year, and we can drop nothing, take nothing away, when the usefulness of it expires or no longer exists.

Mr. PADGETT. Was that a direct act of Congress prohibiting the Secretary from doing it or the President doing it, or was it an interpretation first by the Comptroller of the Treasury of the act that fixed the 10 per cent increase of pay?

Admiral WASHINGTON. My recollection of it, Mr. Padgett, is that it was due entirely to a disagreement of Mr. Roosevelt with the Senate committee. I was here at the time and I remember the President had this authority before. It was not vested in the Secretary of the Navy; it was in the President, that the President might establish any ratings in the Navy.

Mr. PADGETT. I said the President—President Roosevelt?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. My recollection is it came out of this; before that time the President fixed the compensation and pay?

Admiral WASHINGTON. That is correct.

Mr. PADGETT. Of the different ratings; and he might fix them at one time, and could later change them, increase them or lower them. We then passed an act providing that they should have 10 per cent in addition to what they were then receiving. We thought it was just providing an increase of 10 per cent. The comptroller ruled that Congress having undertaken to fix the compensation of each rating that it thereby deprived the President of the authority which he had had before that of fixing the compensation.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Is that the decision?

Admiral WASHINGTON. It was at that time; I recall that very clearly.

Mr. PADGETT. That is the same thing, then, because I think we did not pass a special act.

Mr. KRAUS. If you are given the authority to establish, would you not want the language to say "discontinue or establish" or "discontinue and establish"; because the illustration you gave of establishing, that means an affirmative act—creating.

Admiral WASHINGTON. Yes, sir. I had reference to the discontinuing. We simply would not use them; we have no further need for those ratings and we drop them out of our list.

(The subcommittee thereupon adjourned to meet to-morrow at 10.30 o'clock a. m.)

Friday April 16, 1920.

Subcommittee on Personnel met at 10.30 o'clock a. m., pursuant to adjournment, Hon. Patrick H. Kelley, chairman of the subcommittee, presiding.

Statements of **REAR ADMIRAL THOMAS WASHINGTON**, Chief Bureau of Navigation, and **COMMANDER J. S. MCCAIN**—Continued.

**KELLEY.** Admiral, suppose we go ahead with section 33. Does it make any increase in the pay of these details?

**Admiral WASHINGTON.** It might make some slight increase here and there, but we are authorized to reduce elsewhere, and, upon the whole, I do not think there will be any material difference.

**KELLEY.** What is the necessity for putting in this paragraph?

**Admiral WASHINGTON.** Under the provisions of section 32 the Secretary is authorized in his discretion to establish such ratings as may be necessary for the proper administration of the enlisted personnel of the Navy and Marine Corps.

As you will recall, it was stated yesterday that the decision of the Board of Pay was to the effect that after the act of 1908 was passed we would neither change the pay nor the ratings established by law at that time, which fixed the rates of pay for the ratings then existing. It was also stated that the President had authority to establish ratings and rates of pay for the enlisted force of the Navy, and that act had been in effect probably since the beginning of the Navy. This establishes new rates which we have never had before. For instance, if you will read line 18, page 31, you will see these ratings: "Director of operations, \$15 per month; turret directoroscope operator, \$6 per month; target-bearing instrument operator, \$9 per month; reader, \$30 per month; listeners, \$4.50 per month," etc. Some of the ratings that we desire to establish are due to the conditions under which the fire control of the battery is now conducted. Those particular men are selected because of their alertness, brightness, keenness of hearing, and of vision, and they are so important for the general operation of the battery that we desire to continue them with a little increase in pay.

Mr. KELLEY. You have already had them, have you not?

Admiral WASHINGTON. We have gotten some, and they are going to furnish them all, but up to the present time we have paid them nothing. Instead of our contracting for them independently of the Army, the Army contracted for the entire lot.

Mr. KELLEY. This should have gone into the appropriation bill. How did it happen to get in here?

Admiral WASHINGTON. I do not know, sir, how that happened to be left out. It was passed over from last year. It comes out of the pay of the Navy for 1920.

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Mr. PADGETT. I think we already have that in the law. Did we not put a provision in the law seven or eight years ago, that an enlistment should not be complete until they made good. For instance, under that, we put in drunkenness—

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Mr. KELLEY. It ought to. But this would not do that; this would make him go back and serve out his other enlistment before the thing would be effective.

Mr. PADGETT. I do not see any importance about that.

Mr. HICKS. Your idea would be, you could cut out the whole of section 23, would it not, Mr. Kelley?

Mr. KELLEY. I think so.

**Mr. KELLEY.** Then he is already in the Navy?

**Admiral WASHINGTON.** Yes, sir; as chief special mechanic.

**Mr. KELLEY.** At an extra compensation of \$30 per month?

**Admiral WASHINGTON.** Yes, sir; but we do not wish to continue him under that title. On page 1013 of the Navy Register you will find these various ratings that were allowed. These items cover five pages of the Navy Register, and they are all embraced in this paragraph 33, that is, such as we now need.

**Mr. KELLEY.** Section 34 goes out, does it not?

**Admiral WASHINGTON.** I think so. Personally I do not believe there is any law at all for retaining section 34.

**Mr. KRAUS.** Do enlisted men in the Army have to submit to this checkage?

**Commander McCain.** It is the same in the Army.

**Admiral WASHINGTON.** I do not think that amounts to anything. It is more of an annoyance than anything else.

**Mr. STEPHENS.** What is the idea of having to pay 20 cents per month to a hospital fund?

**Admiral WASHINGTON.** That custom was established about 1800, I should say.

**Mr. KELLEY.** They probably did not have much money then.

**Admiral WASHINGTON.** No, sir. All of it goes to the hospital fund.

**Mr. PADGETT.** It was a sort of a voluntary contribution, or it started out that way.

**Admiral WASHINGTON.** It means collecting from every man in the Navy \$2.40 a year.

**Mr. KELLEY.** I think it ought to be abolished.

**Admiral WASHINGTON.** Yes, sir; it should be.

**Mr. BUTLER.** I have here a very interesting letter sent me by Admiral Braisted relative to this section.

**Admiral WASHINGTON.** It means a considerable sum to the hospitals.

**Mr. BUTLER.** I will insert in the record at this point a letter addressed to me by Admiral Braisted under date of January 26, 1920. (The letter referred to is as follows:)

Very important business will take me from the city in a few days, and it may prevent me, personally from expressing my views before your committee on the legislative features of the bill now under consideration.

Section 34 of the confidential committee print of the proposed bill seems unnecessary from any viewpoint, as the so-called hospital tax has never been seriously objected to by officers and enlisted men during the more than a century it has been in force. To abolish this tax or 20 cents per month would be to repeal sections 1614 and 4808, Revised Statutes (both based on the act of March 2, 1790, volume, 1, Chap XXXVI, p. 720); would seriously cripple the revenues of the naval hospital funds to the extent of \$480,000 per annum on a total personnel of 200,000 officers and enlisted men in the Navy and Marine Corps; and would make absolutely necessary a new annual appropriation of that equivalent amount.

I would, therefore, first recommend that section 34 be eliminated, or if it should be enacted notwithstanding this objection, and in lieu of the revenue now derived from the "20 cents per month" that other provision be made for the maintenance of the naval hospital fund by transferring thereto the amount of pay now withheld from officers and enlisted men absent from duty on account of misconduct under the terms of the naval act of August 29, 1915.

To accomplish this latter, I would suggest that the period at the end of section 34 be changed to a semicolon and the addition of the following new language:

"And on and after July 1, 1920, the pay of officers and enlisted men in the Navy and Marine Corps stopped because of absence from duty on account of sickness or disease or injury resulting from their intemperate use of drugs or alcoholic liquors, or other misconduct, shall be charged to the credit of the naval hospital fund."

As you well know the general expenses for the maintenance, upkeep, and repair of our naval hospitals are borne from the naval hospital fund, and not by congressional appropriations. During the past 10 years this fund has been sufficient; and since the outbreak of the World War, during which Congress made appropriations for the care of hospital patients, and also because this "20 per cent per month" yielded a revenue at the rate of \$1,440,000 per annum when our total strength was 600,000 officers and men, I have been able to wipe out the old deficiency created before my incumbency. This has been accomplished without asking Congress for one cent of appropriation.

For these reasons, it would be a mistake, in my opinion, to enact section 34 of the committee print in its present form, and it should be either eliminated altogether or added to as above suggested; preferably the former.

Admiral WASHINGTON. I do not think it amounts to anything. It is a small matter, of course, every time we make a man's accounts up. If we transfer him, and he is gone eight days, we must take eight-thirtieths of 20 cents in checking against him. If he goes on a ship for a week they take seven-thirtieths of 20 cents. It is an annoyance to the paymasters.

Mr. KELLEY. What is the effect of section 35?

Admiral WASHINGTON. I do not know what was the origin of section 35.

Mr. KELLEY. Then, you do not care anything about it?

Admiral WASHINGTON. No, sir.

Mr. KELLEY. Then it goes out. Where did it come from?

Admiral WASHINGTON. I do not know.

Mr. KELLEY. You are sure that it is not anything you want?

Admiral WASHINGTON. It may have come from the Judge Advocate General. I do not see the desirability of it.

Mr. PADGETT. There is a proviso—

that the extra pay for reenlistment under continuous service shall be \$9 per month during the second enlistment, \$15 per month during the third enlistment, and \$18 per month during the fourth and subsequent enlistment.

Admiral WASHINGTON. That is in the Kelley bill.

Mr. KELLEY. Section 36 is stricken out. It is a repetition of section 28. What about section 37?

Admiral WASHINGTON. We are not concerned with that. I do not know where it originated.

Mr. PADGETT. The Secretary wrote a letter about it. The purpose is to prevent people from using on private aircraft any insignia or symbol that the Navy has adopted so as to give a private aircraft the appearance of being a naval aircraft.

Mr. BUTLER. Can not the department regulate that?

Admiral WASHINGTON. Not under the present law.

Mr. BUTLER. The department can regulate its own airplanes.

Mr. PADGETT. But other men come along with private aircraft and copy the insignia or symbols of the Navy.

Mr. BUTLER. This is to prevent the imitation of naval aircraft?

Mr. PADGETT. It is to prevent outsiders from imitating naval insignia on aircraft.

Mr. KELLEY. Section 38 does not belong in this bill at all?

Admiral WASHINGTON. No, sir. The next section in which we are directly concerned is section 55.

**Mr. PADGETT.** Section 39 authorizes the Secretary of the Navy to negotiate for private options on land, and it limits him to 1 per cent of the price of the land in making payments for the options. It is a matter that could come before us, but not on a personnel bill.

**Mr. KRAUS.** Would it be good legislation?

**Mr. PADGETT.** It would save the Government money if they were allowed to take an option before he submitted to Congress any proposal to buy. As you have doubtless noticed, there are two things that have wonderful results: One is that if you cross an animal with a mogul engine, it increases its value wonderfully, and the other one is that if the Secretary of the Navy or any branch of the Government proposes to buy a tract of land, it also increases wonderfully in value.

**Mr. KELLEY.** What about section 40?

**Admiral WASHINGTON.** The next one that I am interested in is section 55.

**Mr. KELLEY.** Section 40 has nothing to do with personnel?

**Admiral WASHINGTON.** No, sir.

**Mr. KELLEY.** Nor section 41?

**Mr. OLIVER.** Section 41, as I understand it, relates to an important matter. I happened to meet that man, and I understand that he has written a letter here about this matter. It seemed that he secured for the Navy a nice place, well suited for these purposes.

**Mr. PADGETT.** This is a case where the Navy already owns the land. The Navy owns a little piece of land that they say we have no use for. A rich young man down there came to see me in regard to it, and he wants to have an indefinite lease from the Government and erect a fine residence on the land, with the stipulation that if the Government ever needs it they can take it back; otherwise he can have his house on it and live on it.

**Mr. OLIVER.** Is that all that is involved in it?

**Mr. PADGETT.** I think so.

**Mr. OLIVER.** I do not think so. Have you read that letter?

**Mr. PADGETT.** He came to see me about the matter.

**Mr. OLIVER.** As I understand it, the situation is this: We needed a site there but were unable to secure it until this young man secured the site, and, as I understand it, the Navy is now occupying the site that this man secured, but they have no use for this particular place that he wants. We are using something that he got for us, and I do not think that Mr. Padgett's understanding of the matter is quite fair to him.

**Mr. KELLEY.** What is the next section you are interested in?

**Admiral WASHINGTON.** The next section is 55.

**Mr. PADGETT.** Section 44 relates to personnel. It allows the Secretary of the Navy to adjust claims that do not exceed \$500, "for which damage or loss men in the Naval Service or Marine Corps (or civilian employees of the Naval Establishment acting within the scope of their duties) are found to be responsible." It relates to the question of damages. It does not relate directly to the personnel of the Navy except as they may do damage to property.

Section 46, on page 40, while it may not relate to personnel, is a rather important one. It provides—

The the Secretary of the Navy be, and is hereby, authorized to return to former owners all lands the title to which was taken by the United States

under the authority contained in the naval appropriation act approved July 1, 1918, that are deemed by him to be no longer needed for naval purposes, and for which compensation has not as yet been made by the United States in accordance with the provisions of law: *Provided*, That in case the former owners do not desire to receive the lands, title to which was taken by the United States, then in that event the Secretary of the Navy is hereby authorized in his discretion to dispose of said lands at public or private sale at a price to be approved by him.

Mr. BUTLER. That would cover the Chicago matter.

Mr. PADGETT. That is what I had in mind. While this is not strictly a personnel matter, it is a rather important one. We have a lot of property out there, and we ought to get rid of some of those surplus lands. The next section, 47, relates to the Great Lakes specifically.

Mr. KELLEY. What does section 55 do, Admiral?

Admiral WASHINGTON. The general effect of this section 55, I think, is not fair and just to the Government. I do not know who submitted it. I did not.

Mr. KELLEY. Who introduced this bill?

Mr. BUTLER. Where did it come from? Do you know anything about it, Gen. Barnett?

Gen. BARNETT. I did not have anything to do with it.

Admiral WASHINGTON. The general idea and effect of it is that some few retired officers who were called to duty during the war and who served during the war like the rest of us now ask, in view of their service during the war, that they be promoted on the retired list. The Government had a perfect right to call them, and the duty they performed was only of the ordinary nature or the duty that they would have performed had they been on the active list.

Mr. BUTLER. Did the Government require of these men any greater service than they had contracted to render?

Admiral WASHINGTON. No, sir. I understand that all of them were employed on shore duty. It simply means that these officers who were on the retired list went temporarily on the active list and performed the same class of duty in the same offices and same departments with officers on the active list, and this is a plea that the retired officers be given promotion, while the active officers who performed similar work would get nothing in the way of advancement in recognition for the service that they performed.

Mr. KELLEY. What about section 56?

Admiral WASHINGTON. That is a provision which the Secretary sent up requesting that the age limit for retirement be deferred until June 30, 1921. Last year the department sent in a request extending the age limit for the grade of commander only, and this year it is asked that it be extended for other grades. In 1916, Congress, after thorough and careful consideration, fixed the retirement age, and this is a recommendation that the act of 1916 be extended another year. At the time the act was passed, the operation of it was deferred for four years, and now they ask that it be extended for another year.

Mr. BUTLER. If these men have got to go, why would it not be well for them to go as soon as possible?

Admiral WASHINGTON. There are a number of them who are affected by this and who hope that it will not pass.

Mr. BUTLER. Would it be voluntary with them?

Admiral WASHINGTON. It is voluntary in the passed-over class, or the officers who have been passed over three times.

Mr. BUTLER. Can they voluntarily remain?

Admiral WASHINGTON. This provision would extend it and make it involuntary for at least another year.

Mr. BUTLER. I am under the same impression that you are, that it would be well for them to retire as early as possible so that they might have an opportunity to take up other employment, either in the Navy Department or in civil life.

Admiral WASHINGTON. A good many of them could be usefully employed by the Shipping Board, and many of them have written me about the prospects of getting that sort of employment. I think that for the general good of both the Navy and the Shipping Board it would be well to let these men take advantage of this provision. Some of them who have been passed over have applied officially to be allowed to retire, but their applications were not granted and these men are kept there on active duty at the top of the list year after year. This provision would extend the age limit. While there are one or two officers who would feel that they might possibly be benefited if the selection board picked them up in the next selection, there are many of them who know that there is no chance to gain anything, and they are anxious to get out.

It hardly looks fair for the purpose of possibly benefiting one or two individuals to have 15 or 20 men continue in that rather humiliating position. The time was fixed at four years subsequent to the passage of the act. The four years have now nearly arrived, and you have this request to have the time extended. Next year they may make the same request to have it extended for another year.

Mr. KRAUS. You went into this matter in great detail in connection with the appropriation bill, explaining why, in your judgment, they should not have this.

Admiral WASHINGTON. Yes, sir; I have this judgment of its effect, that there are only one or two who wish to continue, but there may be ninety and nine who wish to go out.

Mr. STEPHENS. These are the cases of officers who have been passed over three times, are they not?

Admiral WASHINGTON. Some of them have been passed over, I

Admiral WASHINGTON. That would make them go out.

Mr. STEPHENS. When they go out do they go on the retired list?

Admiral WASHINGTON. Yes, sir.

Mr. STEPHENS. If they are kept in, having no chance of promotion, they would have lost interest and would desire to go out?

Admiral WASHINGTON. Yes, sir.

Mr. STEPHENS. Therefore we ought not to pass this section 56.

Mr. BUTLER. How many officers would go out of the service in 1920 if we did nothing in this regard?

Admiral WASHINGTON. In going out of the service we do not lose their services.

Mr. BUTLER. I ought to modify that question. How many men would be subject to the provision of law that requires them to go off the active list in June, 1920, by grades?

Commander McCAIN. Fourteen lieutenant commanders and twelve captains would be retired July 1, 1920, or 26, all told.

Admiral WASHINGTON. Congress last year passed a law extending the time for lieutenant commanders for two years.

Mr. KELLEY. If we enacted this provision 26 officers might remain in that would go on the retired list if we did not enact it.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Perhaps this statement would simplify the matter: Formerly we had no retirement age at all, and captains were becoming admirals at the age of about 60 and retiring at the age of 62. Commanders were becoming captains at about 58 years, and were remaining in the captain's grade only for a little while. We extended the retirement age from 62 to 64 years, and then provided that if a captain upon reaching the age of 56 had not been promoted to admiral, he would go upon the retired list as captain. An officer who had reached the age of 50 as commander and was not promoted to captain, would go upon the retired list as a commander, and a lieutenant commander who had reached the age of 45 and was not promoted to commander, would go upon the retired list as a lieutenant commander. That was done in order to prevent this jumping over into the admiral's list for just a short period of time, a year or such a matter, and then retiring on the admiral's list. Now, to keep that from going into effect at once, and to allow some time to elapse before it became operative we provided that it should become effective after June 30, 1920. This provision is simply to amend that act so that it will become effective on June 30, 1921. That would allow men who will become 45 by June 30 to become 46, and still be available for selection or remain on the list of commanders, and it would allow a captain who would become 56 this year to run along until he becomes 57. By that act a man would have the opportunity to be in the commander's grade for five years, and the captain's grade for six years, and in the admiral's grade eight years. Heretofore they were just shifted out like sheep jumping over a log. That is a fair law, I think, and this is a question of whether we will postpone it to 1921 instead of letting it take effect in 1920.

There is another side to the question, because, of course, if these men stay in, there will be that many more, and to that extent they will block the promotion of younger men below. If they go off, there will be opportunity for that much more promotion of younger men.

Mr. STEPHENS. This only affects commissioned officers?

Mr. PADGETT. That is all.

Mr. KELLEY. Here is a letter from the Secretary. Mr. Padgett has stated the situation very clearly, and I presume this letter will only repeat what he says:

SECTION 56 OF TENTATIVE DRAFT OF PERSONNEL BILL.

DEPARTMENT OF THE NAVY,  
Washington, January 22, 1920.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

MY DEAR MR. CHAIRMAN: There is inclosed herewith copy of letter, with draft of bill, this day sent to the Speaker of the House of Representatives.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

DEPARTMENT OF THE NAVY,  
Washington, January 22, 1920.

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to defer until June 30, 1921, the age limits for promotion by selection to become effective under existing law on June 30, 1920, which is respectfully submitted.

The naval appropriation act of August 29, 1916, prescribed certain age limits for promotion to the grades of rear admiral, captain, and commander, to become effective on June 30, 1920, and any officer becoming ineligible for promotion on account of age shall be placed on the retired list of the Navy. By a provision of the act approved July 11, 1919, this restriction upon promotion has been deferred, in the case of commanders, until June 30, 1921. The department is strongly of the opinion that the same deferment should be made in the cases of the other two grades, for the sake of uniformity and more particularly because, if this is not done, the Navy will lose the services of many valuable officers who, rendered ineligible for promotion on June 30, 1920, by reason of age, must therefore be retired. These officers have performed efficient service during the World War, and their compulsory retirement, when their services are greatly needed, would be regrettable and not good business administration from the Government's point of view. The general provisions of the selection law are sufficient to insure that none of these officers will be promoted unless in all respects qualified therefor, as even after selection, the officers recommended for promotion must undergo the prescribed mental, moral, professional, and physical examinations before they can be promoted. If any of these officers should fail to establish their superior qualifications for promotion in competition with other officers with whom their records must be compared by the selection board, their promotion will not be recommended, but they should not be excluded from promotion by an arbitrary age limit which does not now and has never heretofore obtained, but which will become effective, as above stated, on June 30, 1920, unless existing laws are modified by Congress. The compulsory retirement of such officers upon reaching the age limit for promotion is, particularly at this time, a penalty from which the Navy will suffer more seriously than the individual officers so retired, and the operation of this provision might well be postponed by the Government for another year.

In view of the foregoing the department recommends that the proposed draft of a bill, inclosed herewith, be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES,  
Washington, D. C.

## A BILL Relative to promotion by selection in the Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the age limits for promotion by selection, which, under existing law, will become effective on June 30, 1920, are hereby deferred until June 30, 1921.

Mr. OLIVER. What was the reason we extended it with reference to commanders until 1921?

Mr. KELLEY. I think there was something like 28 of those that would be on the retired list.

Admiral WASHINGTON. Twenty-six. And of those 26, I do not think more than possibly one or two of them—

Mr. OLIVER. So that you only want this extension made as to captains, because we have already extended the law so far as it applies to commanders, to 1921?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. I do not see any reason why, having already extended it in the case of commanders to that time, we should now make a distinction between commanders, lieutenant commanders, and captains. And if there was some reason to justify that, it seems to me, in view of the strong letter of the Secretary, we ought to extend this and make it uniform.

Mr. PADGETT. That is the strongest point in it, that we have already extended it for one of the three classes and left two out.

Mr. OLIVER. Yes; we extended it for the middle class.

Admiral WASHINGTON. There is this feature of it to me which is the greatest of all, and that is the human side of it. For the benefit and accommodation of one or two individuals, we are subjecting here 22, 23, or 24 officers to really a humiliating position if they are to be continued on the naval register for another 12 months.

Mr. OLIVER. We have done that, evidently, at the instance of the department in reference to commanders, and why not do it with reference to lieutenant commanders and captains?

Admiral WASHINGTON. It was the very same thing, and it met very severe disapprobation in the service. Now, there are officers who have written in within the last two months, a number of them, and who have used a great deal of political pressure from Senators and Congressmen, to go on the retired list and off the register on which they appear from year to year in sight of their brother officers, and who have been passed over by six or seven selection boards. And for the benefit of one or two officers, if this provision is passed, who may be chosen by the next selection board we are humiliating 26 officers. It is the human side of it that appeals to me more than anything else. Those officers have a chance to go on the retired list. The selection board is not going to select them—they have been passed over time and time again—but we keep them there and humiliate them. If they are allowed to retire, the majority of them will be glad to continue on active duty on the retired list at less pay to the Government than they will get after peace is declared. And perhaps some of them will find other duties in the Shipping Board and elsewhere. So that to humiliate 23 or 24 officers for the benefit of one or two it is to me a rather disagreeable thing, and for that reason I do not countenance it.

Mr. KELLEY. How many captains are there who have been passed over and who are above the age?

Commander McCain. Twelve.

Admiral WASHINGTON. Other than for the reason I have stated, I have no objection at all; but the human side of it should count for something. Now for these officers, by reason of their having been held over time and time again, and some of them I think as many as three times, it does not seem to me right we should hold them unnecessarily on the top of this list year after year for the accommodation of one or two others.

Mr. KELLEY. Section 58, that the accounting officers of the Treasury are authorized and directed to allow in the settlements of the accounts of disbursing officers of the Navy, payments made by them to civilian outfits furnished enlisted men of the Navy upon discharge for bad conduct, undesirability, or inaptitude since November 1897.

Admiral WASHINGTON. The comptroller decided that since that is, that is, when we started, for these men, in order to give them a civilian outfit, they were not United States prisoners discharged from prison, where we are authorized to give a civilian outfit to them to enter civilian life, and the paymasters were instructed to do that, and the comptroller afterwards held up their accounts, simply to clear their accounts and to reimburse them. It was done in good faith and with proper authority.

Mr. BARNETT. In line 18 of section 58, after the word "Navy," it should be "and the Marine Corps," and the same thing in line 20. We are doing the same thing exactly, and it is simply to clear the accounts.

Mr. KELLEY. I do not think we want section 60, do we?

Admiral WASHINGTON. No, sir; I think after the present report has been made in we can see how any changes may be necessitated. Furthermore, I do not believe we will have any use for that, as there are expected to be no wars within the next year or two, we are told.

Mr. KELLEY. Section 61 is for the purchase of land, which does not come under this subcommittee's jurisdiction. Section 62 does have to do with personnel. Sixty-three is the same as section 58 and does not belong to us. Section 65 went in as section 27. Now we have added to the Marine Corps. Is that all you have, Admiral

Commander McCain. The Secretary has directed us to draw a up just like it is for the pay corps except to have no rear admiral.

Mr. PADGETT. Making it like the pay corps instead of like the line!

Admiral WASHINGTON. Yes, sir. If you will recall, constructors and civil engineers also have a different ratio from the line. A captain is supposed to be a seagoing officer, so that the pay corps and medical corps are the only two that have the same proportion as the line, which is the other seagoing corps.

Mr. PADGETT. They do not; the line is seven.

Admiral WASHINGTON. The Secretary directed that this be made eight.

Mr. PADGETT. I am asking why? In other words, it is 20 now; the chaplains' corps has captains, 10, and commanders, 20, and they are reducing it down to 4 in captains, the same as in the line, but making it 8 in the commanders.

Admiral WASHINGTON. This is done absolutely by the chaplains themselves. The provisions turned in to me is by them as being the most conducive to their contentment. If we make it 6 and 12, it is exactly what the Secretary has asked for in the paymasters, but the idea of putting the paymasters that way was to give them the same actual numbers as the doctors have. My object is to put the whole Navy on the same smooth running basis of equal numbers and equal ranks, so that there will be no growling or discordance; and we have found by working it out if the paymasters have half the number of the doctors, and the other seagoing corps outside of the chaplains' corps, are given 6 and 12 per cent in those grades, whereas it is 4 and 8 for the doctors and 4 and 7 for the line, they will run along until 1928, almost within six months of each other, according to the length of service. And I believe that will cause general contentment among them.

Mr. PADGETT. When you come right down to that, doesn't it simply analyze this way, that the Pay Corps wants as many in the aggregate, based on a smaller number of men? In the Medical Corps you have a smaller percentage of the larger number, that gives you a certain number in the grade. Now, the aggregate of the Pay Corps is much smaller than the aggregate of the Medical Corps, and in order to get the same number of men in the rank they want a larger percentage.

Admiral WASHINGTON. The duties of the paymasters, for instance, when they reach the grade of commander and captain, are very largely on shore; and whereas you have, for instance, at the navy yard or naval establishments two doctors occupying important positions as heads of departments, one at the hospital and one as head of the medical officers of the yard, you will have three or four paymasters occupying important similar positions. And it does not look right that the paymaster who is head of a department, say the general storekeeper or pay officer of the yard, or general pay officers outside, should be a grade or two below his other staff officer or the seagoing staff officer.

Mr. PADGETT. What I want to get at is, does the business of the Navy, a distribution of the work of the Navy, call for these grades?

Admiral WASHINGTON. I think it would add to the contentment and satisfaction, and I believe the duty of the paymaster as head of a

tment at a navy yard is equally as important as that of the r, who is head of the medical department of the yard. The pay-  
 rs are like the line officers; they have several departments in a  
 yard. The doctor has really but one. Now, you have one or  
 eads of departments and you can have one paymaster with the  
 of captain and maybe have three or four other paymasters with  
 ank of lieutenant commanders occupying just as important  
 ons as heads of big important departments. And, for that rea-  
 believe if the pay officers could be given a few more in those  
 grades it would add to the contentment and efficiency, for effi-  
 results from contentment.

PADGETT. But won't it come back next year?

miral WASHINGTON. I hope not, because we have analyzed it  
 discussed it with them, and, so far as my knowledge goes, it is  
 a satisfactory at the present time—I am only speaking of the  
 at time—just as satisfactory at this time to the doctors as to the  
 asters that they should have this increase.

PADGETT. I understand about that. But when we come next  
 o the Construction Corps, which is a small corps and only has  
 admirals, won't they come along and say they have a smaller  
 or of corps and that "they have a lot more captains in the Pay  
 than we have in the Construction Corps"?

miral WASHINGTON. Of course, I can not tell what they will ask  
 at year.

PADGETT. We put a distribution here in the act of 1916 on the  
 stage basis.

miral WASHINGTON. Yes, sir.

PADGETT. And, of course, the result of the percentage would  
 d upon the number upon which that percentage was taken.  
 urse, in the Medical Corps it would give more captains than  
 ould have in the Pay Corps or Construction Corps and the  
 Engineer Corps.

miral WASHINGTON. More actual ones.

PADGETT. More actual ones. Now, if I understand this, you  
 to increase the percentage of the Pay Corps in order to give  
 the same number of captains that the Medical Corps has upon

Mr. PADGETT. What I want to get at is this: As I have understood it and the argument that was made to use heretofore was to increase the number of chaplains and fix it at a definite number of one to every 1,200 in order to afford enough chaplains so that they would have a chaplain to go to sea wherever they were needed. Then we do not need many captains, do we?

Admiral WASHINGTON. No, sir; we do not. When we begin to analyze it there is no real great general benefit so far as the Government is concerned to an increased number of captains; none at all. It is only the man makes it his profession—

Mr. PADGETT. Before you take up the details, I want to get a little more in a general way. Only a short time ago, I got a resolution, passed by the Federation of Churches in the United States, representing 31 denominations, that had their representatives before the committee, and my recollection is that since this act of 1916, or when we reorganized the chaplains' corps, they are raising the demand now that "We should have the rank of admiral."

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. What need is there for an admiral, except ornamental?

Admiral WASHINGTON. As a chaplain?

Mr. PADGETT. Yes.

Admiral WASHINGTON. Absolutely none.

Mr. PADGETT. That is the position I took with them, and I have had to fight that out with them time and time again, and they besieged me and I just told them flat-footed there was no need for an admiral in that corps, and then they said give us more captains to compensate and give us more commanders and we did that.

Commander McCAIN. And make everybody in the corps a captain or a commander?

Admiral WASHINGTON. On January 1, 1919, directly after the armistice, we had but two chaplains afloat of the rank of captain out of 14. The rest of them were in navy yards or elsewhere ashore, just as they are now, and places of that sort.

Mr. HICKS. How many chaplains are there in the Navy, Admiral?

Admiral WASHINGTON. We are allowed 144.

Commander McCAIN. There are 94 altogether.

Admiral WASHINGTON. We are allowed 144, and we have 94 at the present time—50 short.

Mr. KELLEY. In line 24, should this "88" be 82 if we make that 6 and 12?

Admiral WASHINGTON. I think so; yes, sir. That is more than they ask. The higher the staff officer gets in rank, the more difficult it is to find a suitable billet for him on board ship, and if we are going to try to have really a sea-going Navy—that is, a Navy that is and does its work afloat—it would seem that these higher grades are really unnecessary. They are, however, an inducement for promotion for good service.

Mr. KELLEY. Because they do not go to sea and do not want to go to sea?

Admiral WASHINGTON. The Bureau of Navigation does not want to send them—that is one thing—because their grade is too high to fit them in properly. You can not very well find his place in the

and he can not be a member of the captain's mess nor  
 al's and the only quarters left for him is a room in the  
 and he himself feels more out of place than do those with  
 is associated.

DETT. What I want to get clear in the record, so that  
 be no mistake about it, is this: Is this provision claimed  
 ated by the chaplain's corps?

WASHINGTON. So far as I know, it solely originated with  
 was settled before I came to the bureau. I talked with  
 Frazier, who is attached to the Navy Department and was  
 tal in drawing up the bill, and from him I gathered that  
 as apparently in thorough accord with the corps of chap-  
 vs. Chaplain Frazier submitted to me an argument for it  
 ow it would tend to efficiency, in his opinion.

DETT. And they want this?

WASHINGTON. That is my understanding, that they

DETT. And would be satisfied?

WASHINGTON. That I would not say, sir.

LEY. What other provision have we passed over?

WASHINGTON. There is nothing else except the baggage  
 , and we will draft it and send it to you.

ENETT. Referring to section 8, page 8, there is something  
 ag to bring up and I would much rather bring it up while  
 Washington is here. In section 8, page 8, they have that  
 in reference to six months gratuity. That applies to  
 the active list. When they come to the Marine Corps  
 on page 74, I have a clause there which seems to me much  
 ch more just and, in fact, I think this clause as written is  
 st. That is for this reason, it applies to the Marine Corps  
 the Navy, and only applies to active officers. For a man  
 ls five years in the service, if he dies his widow gets six  
 ratuity pay and yet the man who spends 45 years in the  
 he dies the day after he is 45 years in the service and is

s widow gets nothing.

a who has gone on the retired list, his pay with allowances

Mr. STEPHENS. What is the law applying to the Army? "

Gen. BARNETT. I do not know.

Mr. KELLEY. You have left out here from the old law something which makes it quite different. It says here, in section 8, that hereafter, immediately upon official notification of the death from wounds or disease contracted in line of duty, and you have left out "contracted in line of duty," and make it apply to old age.

Gen. BARNETT. Certainly.

Mr. KELLEY. That is a new departure entirely, is it not?

Gen. BARNETT. I do not think so, sir. It is all the result of age.

Mr. KELLEY. But this makes it an old-age proposition.

Gen. BARNETT. I only want to submit it to the committee.

Mr. KELLEY. You have injected a new proposition into it.

Gen. BARNETT. I was not thinking of that feature of it.

Mr. KELLEY. I would not see so much objection to it if, after being placed on the retired list, he dies of wounds or disease contracted in the service.

Gen. BARNETT. I am merely submitting it for the consideration of the committee.

Mr. KELLEY. Is there anything else, Admiral Washington?

Admiral WASHINGTON. That provision about baggage, sir. I will have that drawn up and send it to you. You wish it connected up with the Army?

Mr. HICKS. What did you find was the amount of baggage that the Army allowed officers to have transported free of charge?

Admiral WASHINGTON. That is a matter of regulation.

Mr. HICKS. What is the regulation?

Admiral WASHINGTON. I do not remember. It was varied for different grades. It was first an Army regulation, an allowance made by the Secretary of War, and later on Congress passed an act confirming that regulation.

Mr. HICKS. Your idea would be to have for the Navy the same thing as for corresponding ranks in the Army?

Admiral WASHINGTON. Yes, sir.

Mr. HICKS. I would like to ask the admiral—when the admiral appeared before our subcommittee on aviation, I think he made a statement in regard to providing for a reserve force in aviation?

Admiral WASHINGTON. Yes, sir.

Mr. HICKS. What is your idea now in regard to that? Is that to be included in the regular reserve force of the Navy, without specifying it shall be an aviation reserve force, or how would you handle it?

Admiral WASHINGTON. Our idea was to have them in the aviation force to the extent of 500, with 400 thereafter among the reserves, in constant training from year to year—100 from year to year—and after this duty we would, after three years, qualify them for line duties—that we did not wish to continue them after they reached the age where they became stale in their duties as aviators, we would use them for other work. In other words, to treat them in the same manner as we treated the former Engineers in 1889, when the amalgamation took place. The Engineers were allowed three years in which to qualify for line duties, and I believe most of these young aviators could also so qualify.

**Mr. Hicks.** I think probably I am premature, because I understand the question of reserves is going to be taken up separately in this bill and that the provisions are to apply only to general positions and not specific ones. If that does come before us, I hope you will have some suggestions to make as you did last winter in regard to the reserve force for aviation.

**Admiral WASHINGTON.** Yes, sir.

The subcommittee thereupon took a recess until 2 o'clock p. m.)

#### AFTER RECESS.

The subcommittee reconvened pursuant to the taking of recess.)

Members of **MAJ. GEN. GEORGE BARNETT**, Commandant, Marine Corps, and **BRIG. GEN. CHARLES G. LONG**, Assistant to Commandant.

**Mr. KELLEY.** The first section in which you are interested is section 66?

**Gen. BARNETT.** These grades are the same except as I will point out to you.

**Mr. KELLEY.** Is it necessary that this provision be set out as you have indicated in the memorandum handed to me?

**Gen. BARNETT.** Yes, sir.

**Mr. KELLEY.** Why is that necessary?

**Gen. BARNETT.** Because it contains new grades which I am going to explain. The first change is in connection with the gunnery sergeants. We have taken off 50 gunnery sergeants and made them machine gun sergeants. We have a letter from Gen. Lejeune which I had better read and put in the record. I will ask Gen. Long to read that letter.

**Gen. LONG** (reading):

Material reduction in the very large outlay for civilian employees can be effected by replacing these civilians by officers, warrant officers, and enlisted men. This should be done in the interest of economy alone, but there are many other reasons for making the change. The presence of civilians at a military post who receive higher wages than any of our enlisted men, and in many cases higher than our officers of the rank of captain and below,

Gen. BARNETT. Personally, I hope not.

Mr. KELLEY. You suggest reducing the number of gunnery sergeants by 50 and providing a separate rating?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. Will it make any difference in expense?

Gen. BARNETT. It will make a slight difference.

Gen. LONG. It is suggested that they receive \$25 more a month, and for 50 it would mean about \$12,000.

Mr. BUTLER. Those machinists sergeants will cost \$12,000 more than at the present time?

Gen. LONG. Yes, sir.

Mr. BUTLER. So that a reduction in the number of gunnery sergeants will not reduce the expense?

Gen. LONG. No; it is contemplated that they will get \$25 a month more.

Mr. BUTLER. What is a gunnery sergeant?

Gen. BARNETT. He ranks the same as a first sergeant.

Mr. BUTLER. What duties does he perform?

Gen. BARNETT. He performs the same duties as a first sergeant; he acts in charge of guards, etc.

Gen. LONG. And then he is a technical man.

Mr. KELLEY. Are any of these gunnery sergeants necessary because of the school at Quantico?

Gen. BARNETT. I do not think they are particularly needed for the school, but I think they are most needed for running the posts.

Mr. KELLEY. But they might be used for that purpose?

Gen. BARNETT. As instructors; yes.

Mr. BUTLER. You will have between 1,100 and 1,200 officers, and they ought to be able to get plenty of instructors from among those officers?

Gen. LONG. He asks for them in order to replace civilian employees.

Mr. KELLEY. Civilian machinists?

Gen. LONG. Yes, sir.

Gen. BARNETT. Next come the aero sergeants, aero mechanics, first, second, and third classes. They are to correspond to a similar rating in the Navy, and we provide, as you will see later on, for the same pay as in the Navy. They are for the identical duties.

Mr. BUTLER. They are new ratings?

Gen. BARNETT. No, sir; and they are, I think, absolutely necessary.

Gen. LONG. In the Navy, in the place of aero sergeants, they are using chief machinists' mates.

Mr. BUTLER. How much will they receive?

Gen. BARNETT. They will receive the pay of a machinist sergeant.

Gen. LONG. In the Navy they get \$83.

Mr. BUTLER. It makes 108 additional sergeants?

Gen. LONG. We take those off of the gunnery sergeants.

Mr. KELLEY. They come off of the sergeants, do they?

Gen. BARNETT. Yes. The gunnery sergeants, and we are just shifting the ratings.

Mr. KELLEY. You reduce the number of gunnery sergeants below 241?

Gen. BARNETT. No; that number, 241, stays, because they have already been reduced.

Mr. PADGETT. Can you put in the record another table parallel with this showing what they are at the present time and then what they will be as they are proposed? In other words, you are changing our recommendations to be distributed under existing law to be distributed under this law.

Mr. KELLEY. What Mr. Padgett wants is to have you show the distribution under existing law.

Mr. PADGETT. Under existing law and then under this one.

Gen. BARNETT. You mean under existing law as it will be for the 27,400?

Mr. KELLEY. Yes.

Gen. BARNETT. We have that right here.

Mr. PADGETT. You set out in the table you have submitted 97 sergeants major and in the table I desire you would just put what they get per month; then you have 400 quartermaster sergeants, and you will put in this table what they get under the existing law. On the basis of 27,400 you would have your distribution as now authorized by law, and what I want is to have you put in another column what each one of those receives.

Gen. BARNETT. Very well.

HEADQUARTERS UNITED STATES MARINE CORPS,  
COMMANDANT'S OFFICE,  
Washington, April 17, 1920.

MY DEAR MR. BUTLER: In accordance with the instructions of the House Naval Committee at the time of our hearing on Marine Corps personnel, Friday, April 16, 1920, I submit herewith a statement showing in detail the increases and decreases in the various enlisted grades which we are asking for in the present bill as compared to the allowances in those grades now authorized by law, together with the increases and decreases in cost in each of the grades, and also showing the net increase in cost, amounting to \$34,920.

Very sincerely, yours,

GEORGE BARNETT,  
Major General Commandant.

HON. THOMAS S. BUTLER, M. C.,  
Chairman House Committee on Naval Affairs,  
House of Representatives.

SEC. 66. That the permanent authorized enlisted strength of the Marine Corps is hereby increased to 27,400, including the Marine Band, to be distributed in the various grades as follows:

Asked for.	Allowed at present.	Increase in personnel.	Decrease in personnel.	Increase in cost.	Decrease in cost.	Net increase in cost.
97 sergeants major.....	73	24		\$14,698		
400 quartermaster sergeants	368	32		19,584		
413 first sergeants.....	413	None.				
241 gunnery sergeants.....	399		158		\$66,696	
50 mach. sergeants.....	None.	50		42,000		
104 aero sergeants <sup>1</sup> .....	None.	108		66,096		
1,793 sergeants.....	1,853		70		31,920	
114 aero mechanics <sup>1</sup> .....	None.	114		51,984		
3,225 corporals.....	3,303		78		33,696	
150 aero mechanics, second class <sup>1</sup> .....	None.	150		64,800		
220 drummers.....	320	None.				
220 trumpeters.....	320	None.				
2 drum majors.....	2	None.				
67 Marine Band.....	67	None.				
4,965 privates, first class.....	5,071		196		73,656	
138 aero mechanics, third class <sup>1</sup> .....	None.	196		73,656		
15,039 privates.....	15,211		172		61,920	
<b>27,400</b>	<b>27,400</b>	<b>664</b>	<b>664</b>	<b>332,804</b>	<b>297,888</b>	<b>\$34,920</b>

<sup>1</sup> NOTE.—Rates of pay in the aviation ratings to be determined by the Secretary of the Navy, which will increase the net increase in cost as shown in the attached table.

*Provided*, That the grades of machinist sergeant, aero sergeant, aero mechanic first class, aero mechanic second class, and aero mechanic third class, and cook, are hereby authorized and established. Machinist sergeants shall receive a base pay of \$70 per month, and shall rank with and have the allowances and other benefits of a gunnery sergeant. Aero sergeants, aero mechanics first class, aero mechanics second class, and aero mechanics third class, shall rank respectively with gunnery sergeants, sergeants, corporals, and privates first class, and shall receive the same pay, allowances, and other benefits as may be provided by law for similar ratings in the Navy, such ratings to be determined by the Secretary of the Navy: *Provided further*, That cooks shall be include in the authorized number of privates, and shall be entitled to the same additional compensation according to classification as is now authorized by law for privates detailed as cooks: *Provided further*, That the detail of enlisted men as mess stewards with such additional compensation as may be prescribed by the Secretary of the Navy is hereby authorized.

Mr. KELLEY. What have you to say about the aero mechanics?

Gen. LONG. The second pilot in aviation in the Marine Corps is a gunnery sergeant and he gets \$51, while the man flying in the Navy alongside of him gets \$83.

Mr. KELLEY. How about the Army man who is flying alongside of him?

Gen. LONG. The Army man gets about the same as the Navy man in that grade.

Gen. BARNETT. They have gone further than we have.

Mr. PADGETT. I understood that the relative grades in the Navy, in the Army, and in the Marine Corps were the same.

Gen. BARNETT. But we have no grades of that kind in the Marine Corps.

Mr. PADGETT. I know; but you are trying to get some. In other words, you are flying a man of lower rating than the Army flies?

Gen. BARNETT. Yes, sir; very much lower.

Mr. KELLEY. Have they an aero sergeant rating in the Army?

Gen. BARNETT. No, sir.

Mr. BUTLER. Is this on the basis of the corps?

Gen. BARNETT. It has nothing whatever to do with the corps. I understand a bill has been introduced—

Mr. BUTLER (interposing). Is this based on that?

Gen. BARNETT. No, sir.

Gen. LONG. You are allowing us 1,000 men for aviation in the Marine Corps who are supposed to fly with the Navy.

Mr. BUTLER. Does this provide for any officers of high rank?

Gen. BARNETT. Not one. There will not be a single man in the Marine Corps, in the aviation branch of it, in any way, above the rank of major; not one.

Mr. KELLEY. Let me get this entirely clear. These aero sergeants, aero mechanics, and all other officers, are to receive the pay as for similar ratings in the Navy?

Gen. BARNETT. Absolutely.

Mr. KELLEY. Because there are no similar ratings in the Army?

Gen. BARNETT. That is what we ask for; yes, sir.

Gen. LONG. This is simply a new designation.

Gen. BARNETT. We have no grade at all. If they had an aero sergeant we could appoint an aero sergeant.

Mr. KELLEY. And then you would not need any legislation at all?

Gen. BARNETT. No; and we should not ask for any.

Mr. KELLEY. This is the only case where you have switched over to take the Navy pay instead of the Army?

Gen. BARNETT. That is all; yes, sir.

Mr. KELLEY. In connection with these aero officers?

Gen. BARNETT. That is all, sir. Suppose we send you a list of the Army ratings?

1. The present rates of pay for enlisted men in the United States Army Air Service are as follows:

Per month, first enlistment:

Master electrician .....	\$81
Sergeant, first class.....	51
Sergeant .....	44
Corporal .....	36
Private, first class.....	33
Private .....	30

2. Any of the above when designated to draw aviation pay receive 50 per cent additional on the base pay of the grade in which they are serving.

3. There is another rating called aviation mechanician, in which a man is also entitled to 50 per cent increase on his base pay. Anyone from master electrician down to private in the Air Service may be designated an aviation mechanician and since by that designation they automatically receive a 50 per cent increase on their base pay, they are not entitled to draw a further 50 per cent increase for aviation pay—in other words a man in the Air Service can not be designated to draw aviation pay and at the same time be designated to draw a similar increase of 50 per cent as an aviation mechanician.

4. The above ratings for aviation (Army) can not be adopted for Marine Corps without legislation, but as the Marine Corps serves with the Navy and is part of Navy Aviation, the ratings recommended with pay similar to the Navy is desired.

Mr. KELLEY. That would be all right to go in with this.

Mr. PADGETT. As I understand it, the existing Marine Corps rating is the Army rating?

Gen. BARNETT. No, sir; they have no machinist sergeants.

Mr. PADGETT. That is right.

Mr. KELLEY. A machinist sergeant gets the same pay as under the corresponding rating in the Navy?

Gen. BARNETT. No. He is a gunnery sergeant now.

Gen. LONG. He gets the same as a first sergeant.

Gen. BARNETT. That is provided for in the law; when you gave us that rank you provided that his pay should be the same as a first sergeant; they have first sergeants in the Army, so that we did not say what the first sergeant's pay should be at all.

Mr. KELLEY. The only reason why you have switched over to the Navy on this is because there are no corresponding ratings in the Army?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. And these aero sergeants will be flying, more or less, and working, more or less, with the Navy?

Gen. BARNETT. Entirely.

Mr. KELLEY. With men of similar ratings?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. And you propose that they shall have the same pay as in the Navy?

Gen. BARNETT. Yes, sir.

Mr. BUTLER. Mr. Padgett asked you to put in the record a parallel column so that we might make a comparison?

Gen. BARNETT. We will do that.

Mr. BUTLER. And I would like to know just how much additional cost this is going to involve?

Gen. BARNETT. That will be shown; when you total up those two columns you will have the exact difference.

Mr. KELLEY. The next is sergeants major.

Gen. BARNETT. Aero mechanics, first, second, and third classes; you have that, and that is all right.

Mr. KELLEY. And then the sergeants major. Are they new?

Gen. BARNETT. No; that is not a new rating; it is an old rating, but we want to increase the number by 20 for the reason that we want to organize regimental bands for the various regiments; in fact, we now have bands at all the different posts, the big posts, but the members of the bands have no special pay or special rating at all, so that we are asking for 20 sergeants major in order to give the leaders and a few others of those bands some compensation suitable for their ability. We also have a letter from Gen. Lejeune on that.

Mr. BUTLER. These sergeants would then be assigned to the bands?

Gen. BARNETT. Yes, sir.

Mr. BUTLER. And they would be musicians with these ratings so that they would get larger pay?

Gen. BARNETT. That is it.

Mr. BUTLER. We should know what the pay of a sergeant major is.

Gen. BARNETT. That will be shown in this column.

Mr. KELLEY. As I understand, we now have sergeants major?

Gen. BARNETT. Yes; that is an old rating.

Mr. KELLEY. But you want 20 more under the existing law, because of the regimental-band business?

Gen. BARNETT. Yes, sir.

Mr. BUTLER. What would have been your proportion of sergeants major under the 27,400?

Gen. BARNETT. Seventy-three, and now we want 97.

Mr. PADGETT. I have in my office a memorandum which was handed to me, at my request, after a conversation with Gen. Lejeune, with reference to legislation which would authorize the establishment and maintenance of regimental bands.

Gen. BARNETT. We have that letter here.

Mr. PADGETT. Regimental bands in the Marine Corps similar to those in the Army. There is only one band authorized for the Marine Corps, and that is the Marine Band, which is stationed at Washington and plays principally at the White House. All of the rest of the bands in the Marine Corps are improvised. They organized them from among the men and now they want to organize regimental bands. Before we finish this hearing I will get that memorandum.

Gen. BARNETT. I think we have it here, sir.

Mr. BUTLER. Will these sergeants major, whom you would assign to these bands, be capable of teaching music?

Gen. BARNETT. They must be capable, because they have to be capable of being leaders of bands.

Mr. BUTLER. But you would not want 20 leaders for 3 bands.

Gen. BARNETT. We have more than three, sir; we have a great many.

Mr. BUTLER. You do not want 20 bands?

Gen. BARNETT. We have a band at Quantico; we have one at Philadelphia; we have one at Parris Island; we have one at Pekin; we have one at Mare Island; we have one in Haiti and one in Santo Domingo.

Gen. LONG. Gen. Lejeune recommends a post band at Quantico, Maris Island, and San Diego, and then regimental bands for each one of our regiments. I think that is the same letter he wrote to me.

Mr. PADGETT. I have that in my office, but I did not bring it up with me.

Mr. KELLEY. These are all band leaders?

Gen. BARNETT. Yes, sir; capable of being leaders.

Mr. BUTLER. This would enable you to assign musicians to duty with these bands and give them the rating of sergeants major?

Gen. BARNETT. Yes, sir.

Mr. BUTLER. And that would enable each band to have a few high-class musicians?

Gen. BARNETT. They should have.

Mr. BUTLER. Not only a high-class musician and leader but some high-class musicians in the band.

Gen. BARNETT. I think Gen. Lejeune went beyond what we have done: I think he recommended a leader for each band with the rank of second lieutenant.

Mr. BUTLER. I never saw that recommendation, but I think Gen. Lejeune said that they had at Quantico a music school in which there were 20 or 30 young men endeavoring to learn to play, so that when they left the service they might be able to make a living by horn blowing.

Gen. BARNETT. That is one of the schools at Quantico.

Mr. BUTLER. Of course, if you have a band at these posts you will get better musicians?

Gen. BARNETT. And that is what we hope to do.

Mr. BUTLER. It will get them not only for use in your bands but for the purpose of instructing others?

Gen. BARNETT. That is very true. At a place like Haiti or Santo Domingo a band is something which, I think, is a real necessity. And at a place like Pekin, or a band in a little segregated community, is an actual necessity, and that necessity has been met by setting up these impromptu bands, and all they have cost the Government so far has been the instruments that have been supplied.

Gen. BARNETT. About 19, sir. We have modeled ourselves after their band. And navy yards have bands, too. I think the number is 19, although it may be one more or one less.

Mr. KELLEY. Are there any other new ratings?

Gen. BARNETT. Yes, sir. In the memorandum I have handed you is this language:

*Provided further,* That cooks shall be included in the authorized number of privates and shall be entitled to the same additional compensation, according to classification, as is now authorized by law for privates detailed as cooks.

That comes about because of the change made in giving us the Navy ration. Heretofore the cooks were detailed from among the privates and they were paid out of our company fund, but now we are not allowed by Navy Regulations and law to use any part of the ration money for the payment of extra compensation. Therefore we are asking to have, the same as they have in the Navy, an authorization for the rating of cook and to give a man who is cook the same additional pay.

Mr. BUTLER. That is a new rating?

Gen. BARNETT. It is a new rating because we have never had any regular cooks. Heretofore we have detailed men as cooks, second or third class cooks, and out of the post fund we have paid them \$3, \$10, or \$15 additional. But now we can not do that; we can not pay anybody additional pay out of money which may have accrued from the savings in rations; we are not allowed to have any savings from rations; any savings go back to the Government.

Mr. BUTLER. This, I suppose, would enable you to procure a better class of cooks?

Gen. BARNETT. It is utterly impossible to get a man to cook for a good-sized post on a private's pay.

Mr. BUTLER. I presume that is true.

Gen. BARNETT. Heretofore we have paid them extra out of the company fund, but just at present we are in a position where we must take a man and only give him the pay of a private, and we can not do otherwise.

Mr. BUTLER. How many cooks do you suggest?

Gen. BARNETT. Cooks are provided for according to the number of men; that is a matter of regulation by the Navy Department; the number of cooks and mess men depend on the size of the mess. A big post will have a first-class cook, second-class, and third-class cooks, and at the other posts they will have cooks of the first, second, or third class. We will also put in that table, so that you will have the whole thing before you, the exact amount involved.

Mr. KELLEY. How much will the extra amount be?

Gen. BARNETT. I have not the figures but I will put them in that table, and we will have the whole thing totaled up.

Mr. KELLEY. Are there any other new ratings?

Gen. BARNETT. You will also find in this memorandum a provision as follows:

*Provided further,* That the detail of enlisted men as mess stewards, with such additional compensation as may be prescribed by the Secretary of the Navy, is hereby authorized.

That is identical with the Navy and for the same reason exactly. At each post we always had a sergeant detailed as mess steward who

buying for the mess; he is practically the housekeeper for and we have always paid him out of the post fund, but that no longer exists.

TYLER. Let me go back a minute. The leaders of these bands sergeant majors?

ARNETT. Yes, sir; unless you want to follow Gen. Lejeune's suggestion. As I say, he has recommended that they be second lieutenants.

TYLER. While I am not a performer I am a great believer in the leader of the Marine Band at Washington has the rank of lieutenant.

ARNETT. Yes, sir.

TYLER. I was thinking it might be well to designate two or three at these big posts and give them a commission of greater rank. Gen. Lejeune told me that there were 20 or 30 ensembles at these schools learning to play these band instruments, and to me they ought to have some assistance.

ARNETT. Gen. Lejeune recommended the rank of first lieutenant. I did not put that in because I did not think you would do it. I believe Gen. Lejeune feels that for the big posts—

TYLER (interposing). It would be a good thing to do.

ARNETT. Yes.

TYLER. Would you want to recommend more than three bands at each post?

ARNETT. No; I would not want to see that at the ordinary posts. Pekin, China, for instance. I would not want that there when a man goes out there he does not instruct anybody; he is only to play, and sergeant major is enough for him. But I would recommend a greater rank for Paris Island, Quantico, Haiti, and San Domingo; probably four at the most.

ARNETT. And then San Diego?

ARNETT. We have nothing at San Diego as yet.

TYLER. But if you are fixing the number now that should be given consideration?

ARNETT. Yes. That I would be glad to do, but I did not ask

Mr. KELLEY. Gen. Lejeune recommends that we have three leaders with the rank of lieutenant?

Gen. LONG. He recommends that Quantico, Paris Island, and San Diego have post bands and regimental bands for each regiment; for a post band he recommends one band leader, with the pay and allowances of first lieutenant, and that would be a band of 46; that would be a post band.

Mr. KELLEY. Your idea is to substitute this for section 66?

Gen. BARNETT. No, sir; there are one or two other provisions. I am referring to paragraph 1 of section 66, down to line 22, page 62.

Mr. KELLEY. This provision you have submitted here goes down to line 22, on page 62?

Gen. BARNETT. Yes, sir.

Mr. PADGETT. But you leave in the second proviso, beginning with the words "Provided further"?

Gen. BARNETT. Yes, sir; that is in the memorandum I gave you.

Mr. PADGETT. This statement that you have given us here takes the place of how much of section 66?

Gen. BARNETT. Down to line 22.

Mr. PADGETT. You want to leave in the proviso, beginning with the words "Provided further"?

Gen. BARNETT. Yes, sir.

Mr. PADGETT. This provides "that the authorized number of sergeants major, quartermaster sergeants, sergeants, and corporals is hereby increased by 24"?

Gen. BARNETT. That is in order to make it up to these numbers that we have in the paper there.

Mr. PADGETT. This says that we authorize it here.

Gen. BARNETT. That would do it.

Mr. PADGETT. You are simply repeating it.

Gen. BARNETT. Only the last clause. The language "and the authorized number of privates is decreased accordingly" could be added on that paper.

Mr. PADGETT. It would take in the word "respectively." on page 63, and it would read, "and the authorized number of privates is decreased accordingly"?

Gen. BARNETT. Yes, sir.

Mr. PADGETT. Referring to paragraph 2, we have got that provided for.

Gen. BARNETT. I have a note in regard to that, reading, "not necessary if section 9, page 9, is extended to include the Marine Corps."

Mr. PADGETT. I want to ask you a question right there. I talked with Gen. Lejeune about a matter that you and he brought up in the general hearing with reference to caring for the commissioned officers who are now holding temporary commissions by some proper legislation.

Gen. BARNETT. You will see that in the next section, I think.

Mr. PADGETT. I understand that is in the next section. Gen. Lejeune spoke to me about it, at the time of the hearing, and I have talked with him several times since then. At my request he sent me a memorandum that I have now, and I want to ask you whether that is to take the place of this language here?

Gen. BARNETT. I have not yet submitted the language I propose for that. Gen. Lejeune was in my office and we thrashed it out together, and he and I agreed on every word of it.

Mr. KELLEY. Does this refer to paragraph 2?

Gen. BARNETT. No, sir; to paragraph 3. Suppose I read this memorandum, and compare it with the one you have.

Mr. PADGETT. First, suppose you let me call your attention to this language—

Mr. OLIVER. Is that the same thing you called our attention to when we were considering the appropriation bill?

Gen. BARNETT. No, sir.

Mr. PADGETT. When we were considering the appropriation bill, and were discussing this matter, Gen. Lejeune said he would give me a memorandum. He gave me a memorandum, but later, after further conversation, he modified it.

Mr. OLIVER. We were discussing it in the committee, and we asked you to please confer with him because he made some mention of it here.

Mr. PADGETT. This is the memorandum he gave me. The first paragraph, providing that the authorized enlisted strength of the active list of the Marine Corps be established at 27,400 men, is not necessary because that is provided for in the appropriation bill. The provision he submitted to me reads as follows:

Vacancies in the commissioned ranks shall be filled in the manner now provided by law; provided, that any person under 45 years of age who shall have served honorably as a commissioned officer (permanent, probationary, temporary, or reserve in active service) in the Marine Corps at any time since April 6, 1917, may, during the present calendar year only, be appointed by the President, by and with the advice and consent of the Senate, to any vacancy in the commissioned grades below that of major, if he shall have been recommended for the appointment by a board of five officers of the Marine Corps, all above the rank of major, which board shall be convened by the Secretary of the Navy:

*Provided further.* That officers so appointed shall take rank in grade as recommended by said board and shall, within one year after appointment establish their fitness to hold permanent commissions by satisfactorily passing such military and educational examinations and tests as may be prescribed by the Secretary of the Navy, or, on failure to pass such examinations or tests, they shall be honorably discharged.

Officers now holding temporary commissions in the Marine Corps who have had more than five years' service therein and who are not recommended by the aforesaid board for permanent appointment to commissioned grade, and officers of more than five years' service in the Marine Corps who shall have been honorably discharged for failure to establish fitness to hold permanent commissions may be appointed warrant officers of the Marine Corps, and the authorized number of warrant officers is hereby temporarily increased as may be necessary for such purposes.

That is what he gave me.

Gen. BARNETT. I never saw that, but I think the two provisions are practically the same. As I said, Gen. Lejeune was in my office when this was drawn up: he read it over many times and agreed to every word of it.

Mr. PADGETT. I have had this memorandum for two or three weeks.

Gen. BARNETT. This was gotten up since then. I sent for Gen. Lejeune, and he read this memorandum. I think you will find that

it is almost identical with the one you have read. It reads as follows:

That all officers serving temporarily in the grades of captain and below upon the date of the passage of this act shall be eligible to fill existing vacancies, and those hereby created in the permanent authorized strength in said grades, by transfer to or reappointment in the permanent Marine Corps, in the grades not above that of captain. Transfer so made shall be without regard to age, and if found not qualified for transfer to the same grade as that held by them on the date of transfer, then to lower grades after qualification. All officers so transferred shall establish to the satisfaction of the Secretary of the Navy, under such rules as he may prescribe, their mental, moral, professional, and physical qualifications to perform the duties of the grades to which transferred or reappointed and shall take precedence with each other, and with other officers of the Marine Corps in such order as may be recommended by the Board of Marine Officers and approved by the Secretary of the Navy: *Provided*, That all persons who served honorably as officers of the Marine Corps or Marine Corps Reserves on active duty at any time between April 6, 1917, and the date of the passage of this act, and who have been honorably discharged or assigned to inactive duty, shall be eligible for permanent appointment in the same or a lower rank than that held on discharge or assignment to inactive duty, but not above the rank of captain, to fill vacancies existing or hereby created in the permanent authorized strength of the Marine Corps, under the same conditions as those above prescribed for officers now in the service: *Provided further*, That all transfers and appointments made in accordance with the provisions of this section shall be accomplished by June 30, 1921.

That first proviso, if you will remember, was put in at the suggestion of Gen. Lejeune, because when he was here he said that there was a certain number of officers who had left France at the time the recommendations were made, and therefore he had not recommended them. They have come home and have been discharged. That provision allows everybody who has been in the Marine Corps, whether he is in now or has been discharged, an opportunity, and it allows the board to be created by the Secretary of the Navy to absolutely reorganize and revamp the report of the Russell board entirely. I think you will find that the two provisions are practically identical.

Mr. PADGETT. I notice a little difference in this particular: In the one he submitted to me the appointment was probationary, and there was one year in which the officer was to test out and then pass the board and receive a commission. It provides further that the probationary appointment shall be made during the present calendar year. You do not provide for that.

Gen. BARNETT. I would not have any particular objection to that, except I do not deem the probationary period advisable.

Mr. OLIVER. How would this board that you are providing for be appointed?

Gen. BARNETT. It would be appointed by the Secretary of the Navy. I contemplate the appointment of a board of seven officers.

Mr. OLIVER. The other provision contemplates five.

Gen. BARNETT. I do not think it is necessary to mention the number in the legislation. This says that the board shall be appointed by the Secretary of the Navy and that its report shall be approved by him. I would not appoint anybody below the rank of colonel on that board, and I have a tentative list of the members of the board drawn up.

Mr. OLIVER. I was speaking about the legislation.

Gen. BARNETT. Of course, that is up to you to determine, whether you want to mention in the legislation the number of men who shall constitute the board.

PADGETT. It might be as to the character or rank of the officers.

L. BARNETT. I have already designated or picked out the board fully, and the idea I had was to have no members of the board the rank of colonel.

PADGETT. Have you taken this up with Gen. Lejeune?

L. BARNETT. He was present in my office and went over it with Long and Gen. Haynes, and also with Col. Kane, who came over Philadelphia.

BUTLER. Gen. Lejeune agreed to this amendment that you read?

L. BARNETT. Yes, sir.

L. LONG. He has added four or five lines about warrant officers.

L. BARNETT. I did not propose that and did not think of it. I think it is a bad idea.

I wanted to have it so that there would be no objection to it, and before we had Gen. Lejeune and Gen. Neville, one commanding a division and the other a brigade in France, to come to my office and hear their ideas in regard to it, and we adopted this so as to make it an absolutely open door and so that the board—and, by the way, Gen. Lejeune will head that board—would be able to take the whole temporary list of the Marine Corps and revamp it entirely.

BUTLER. Now, the recommendations for appointment will come from this board?

L. BARNETT. Yes, sir; and will go to the Secretary of the

BUTLER. You call it an open door: This board may consider applications of those who are designated and that come within the law—

L. BARNETT (interposing)). Yes, sir. One whole class of 222 men were discharged the day they were commissioned at the end of the war, because the war was over and the armistice had been signed. We gave them a complimentary commission and discharge. They may be picked over. Every man who served in the Marine Corps during the war may be picked over. That board should be constituted as to command the utmost confidence, and they have tentatively designated in such a way that I am sure no mem-

manent service a probationary period, I desire to invite your attention to the fact that all of these officers have already been through what amounts to a period of three years probationary status, two years under war conditions, and one year subsequent to the signing of the armistice on November 11, 1918.

During all of this time they have been under very close and critical observation of their senior officers, who have been instructed from the beginning to observe their performance of duty with the utmost care, and to recommend at stated periods whether or not in the judgment of such seniors, these temporary officers should be retained in the service providing the present Congress should see fit to authorize a permanent strength in the Marine Corps of 27,400.

In addition to the above process, a board of senior officers which sat in continuous session at these headquarters for six weeks last summer at the time of demobilization went over with the greatest care the records of all these temporary officers, and selected therefrom only the best material to be retained on the present temporary strength of 27,400, or until June 30, 1920. Since the selection just referred to these officers have been undergoing even a closer scrutiny than before in view of the fact that it was considered possible that they might eventually have an opportunity to remain permanently in the service. Furthermore, before these temporary officers are permanently commissioned in the corps, it is contemplated that another board of senior officers will go over again their entire record of service, and it is felt that those temporary officers who are finally recommended by this second selection board will have demonstrated beyond any question of doubt their fitness to become eligible for permanent commissions. Attention is further invited to the fact that the probationary period as now prescribed for officers coming into commissioned grade from the ranks or from civilian status, is two years, after which they are permanently commissioned, while in the case of the temporary officers referred to above, they have undergone a three-year period of the closest observation and scrutiny, and should not in my opinion be called upon to undergo a further period of probation.

Finally, it is highly desirable both from the standpoint of efficiency and from the standpoint of economy that these officers who have been trained for three years at the expense of the Government, be retained in the service, and they must at this time be definitely assured that the service is to be their future career. Unless they are so assured many of the best of them will, in my opinion, go back to civil status and take up their civil careers where they left them off.

Very, sincerely yours,

GEORGE BARNETT,

*Major General Commandant.*

HON. THOMAS S. BUTLER, M. C.,

*Chairman House Committee on Naval Affairs,*

*House of Representatives.*

MR. KELLEY. Please explain paragraph 4, General.

GEN. BARNETT. That is for the purpose of providing the Marine Corps with the necessary number of officers of proper rank for aviation duty. That is all.

MR. BUTLER. Gen. Barnett, do you not have enough officers now in the Marine Corps to assign to aviation duty? If we allow you only the officers that are provided for by the present law would you not have a sufficient number for that purpose?

GEN. BARNETT. No, sir; in my opinion we will not have, and for this reason: When the act of August 26, 1916, was under consideration, we went very definitely and fully into the question of the number of officers, and I had a list here showing just what an officer personnel equal to 4 per cent of the enlisted strength meant. You adopted that proportion. Now, by a strange coincidence that matter was brought to my attention by Gen. Lejeune, in this committee room, about a month ago, when he said that Marshal Foch, in designating what the future German Army should be, or what it should be for the immediate future, and having in his mind the desire to reduce them to the minimum with which they could get along, just happened by chance to hit on the same percentage that we have in our Regular

that is, 4 per cent. Therefore there is a military man who ally, in a great big way, that an officer personnel of 4 per cent enlisted strength is the least number that a military establishment can get along with. For that reason I do not think that our number of officers, which is 4 per cent of the enlisted strength, will be sufficient to enable us to take out 100 officers for duty.

IVER. How many do you expect to have in your aviation

ARNETT. We expect to have 1,000 men.

IVER. They are to be deducted from the 27,400 men?

ARNETT. Yes, sir.

IVER. You would already have been allowed your 4 per cent personnel for them had they remained in the regular corps?

ARNETT. Yes, sir.

IVER. That would amount to 40 officers?

ARNETT. Yes, sir.

IVER. Now, you want 100 in addition to the 40?

ARNETT. No, sir; 60 in addition.

IVER. Why do you need more in the Aviation Corps?

ARNETT. We need many more, because each machine has pilot and a mechanic.

IVER. I want to say this, along the line of the questions Mr. Butler asked you, that I thought, and I believe every member of the committee at that time shared the view, that with a permanent authorized strength of 27,400 men we were providing men who could be a larger number than you have just announced in your Aviation Corps. Mr. Butler made the statement in the House in discussion of the bill that it was the hope of the committee that they could work out some plan—

ALLER (interposing). Of course, the general is circumscribed by the policies of the department.

ARNETT. We are simply following the Navy Department in

CHAS. I would like to make a statement in this connection, Mr. Chairman. There has been a good deal of agitation about the

Mr. BUTLER. They will be used both on shore and at sea?

Mr. HICKS. For any purpose that the bureau of aeronautics shall determine. The first proposition carried out Gen. Barnett's idea, or some one else in the Marine Corps specified that the number of officers from the Marine Corps should be 100 and that the number of enlisted men from the Marine Corps should be 1,000. While I do not want to disagree with the general, or whoever made that recommendation, when I submitted the bill this morning I struck out the limitation as to the number of officers and men to be assigned from the Marine Corps, and for this reason, that I thought the flying corps should be made more elastic, so that if it should happen that there were more able officers in the flying service of the Marine Corps than of the Navy then the flying corps would be composed of a proportionately larger number of officers from the Marine Corps and if it should work the other way there would be a larger proportion of flyers from the Navy. The idea was to make the flying corps elastic, and not to limit to a specific number the officers to be taken from the Navy and from the Marine Corps. I wanted to make that statement, as it might clear up the situation you were discussing. When that bill is printed and referred to the committee we will want to have some hearings upon it and see if we can not establish a bureau of aeronautics in the Navy Department.

Mr. OLIVER. In so far as the outline of the bill given by you provides for the personnel, it is along the lines that we discussed in the committee, and there is no question but what that ought to be the principle followed. It would be a serious mistake to have two separate and distinct flying corps in the Navy.

Gen. BARNETT. We have no flying corps. Ours is a very small affair.

Mr. HICKS. This provides for one.

Mr. OLIVER. If you want to continue operations as an infantry corps, you must have a flying corps.

Mr. PADGETT. General, what about paragraph 5?

Gen. BARNETT. That paragraph stays in.

Mr. PADGETT. Why, if we give you at once all of the officers permanently?

Gen. BARNETT. But we can not get them.

Mr. PADGETT. You have them now?

Gen. BARNETT. But the board can not go through all of the thousands of records and make up the report by the 30th of June. We can not exceed the number at any time. This allows the retention of the temporary officers until such time as the board reports and the report is approved.

Mr. KELLEY. It gives you a chance?

Gen. BARNETT. If the board does not have sufficient time, it can not do it well.

Mr. KELLEY. What about section 6?

Gen. BARNETT. I have a substitute for that here. I brought that up in my hearings before. You know you gave permanent rank to the officers of the Navy two years ago, in 1918, but you did not give it to us. Our officers have been performing that duty, many of them at the front, and wherever they were sent, all over the world. A captain in the Marine Corps has the rank of a lieutenant in the Navy. That man has had no permanent commission; he has a temporary

mission, dated two years ago, the same date that the lieutenant Navy got his commission as lieutenant for all the rest of his Unless this clause or something like it is adopted, the man who as a captain in the Marine Corps will be ranked by the lieutenant the Navy, because he was not made a captain permanently in when the Navy man was made a lieutenant, although he had duties.

PADGETT. When was that done—in 1918?

BARNETT. July 1, 1918.

PADGETT. In other words, you want to make the 27,400 per cent strength relate back to the same time with the Navy?

BARNETT. To that same date.

PADGETT. And that is the purpose?

BARNETT. That is all. It gives no increase of pay or increase; it is only a question of precedence.

BUTLER. A question of precedence?

BARNETT. That is it. They have been performing the same they have been captains, lieutenants, first and second grade, along; and it changes nothing, except the permanent commission dated back.

KELLEY. The next one is section 7.

BARNETT. There is no change.

KELLEY. Is that needed?

BARNETT. Yes, sir.

KELLEY. What is the necessity of section 7?

BARNETT. The principal point is the proviso for the appointment of 25 additional marine gunners and 25 additional quarter-clerks, and that is because we are increasing the corps by as you see.

KELLEY. Yes.

BARNETT. That is all that is.

PADGETT. Are they not taken in in this substitute?

BARNETT. No, sir; we have not that allowance; and that does contain any warrant officers—only enlisted personnel.

PADGETT. Are your warrant officers not enlisted personnel?

BARNETT. No, sir.

Gen. BARNETT. I think so. He has no chance of promotion otherwise. After serving a certain length of time certain of them should have some chance of promotion.

Mr. PADGETT. This is simply an opportunity for promotion?

Gen. BARNETT. That is all, because warrant officers who have had years and years of service have no chance of promotion otherwise.

Mr. STEPHENS. I thought you were doing away with the title of warrant officer in the Marine Corps?

Gen. BARNETT. No, sir. You only gave it to us about four years ago, in 1916.

Mr. PADGETT. The Navy's provision is after a fixed time of service, 6 years and 12 years?

Gen. BARNETT. I am perfectly willing to have that.

Gen. LONG. This provides for 6 years for those appointed now and hereafter, but those appointed originally, three years ago, all had about 15 years or more of service.

Gen. BARNETT. Much longer than the corresponding warrant officers in the Navy.

Mr. STEPHENS. What are the duties of a warrant officer?

Gen. BARNETT. Just the duties of a junior officer, those at any post. Many of them are in charge of the guard at the radio stations and magazines.

Mr. PADGETT. The Navy provision provides that after serving 6 years they shall be warrant officers and after 12 years chief warrant officers should have the rank of lieutenant and after 6 years lieutenant, junior grade. What is your relative rank here?

Gen. BARNETT. We have no relative rank at all. It is the same as in the Navy, the same benefits authorized by law for commissioned men in the Navy.

Mr. PADGETT. Does not a commissioned warrant officer in the Navy get the pay of a lieutenant?

Gen. BARNETT. After 6 and 12 years' service. That is what this is intended for.

Mr. PADGETT. I know, but this does not provide that they must have 12 years' service and 6 years' service?

Gen. BARNETT. Yes; it says:

Warrant officers and pay clerks hereafter permanently appointed shall, after six years from the date of warrant or appointment be commissioned chief marine gunners, chief quartermaster clerks, or chief pay clerks, which grades are hereby authorized and established in the Marine Corps, after passing satisfactorily such examination as the Secretary of the Navy may prescribe, and shall when so commissioned have the same rank, pay, allowances, and other benefits as are now or may hereafter be prescribed by law for commissioned warrant officers of the Navy.

Mr. PADGETT. I understand, but under this it seems to me you might have a chief commissioned warrant officer who would get the pay of a lieutenant, which would be one of the benefits?

Gen. BARNETT. I do not think so. Our intention was to limit it the same as in the Navy.

Mr. PADGETT. Without having served the 12 years?

Gen. BARNETT. We have not one who has not a great deal more service than that.

Mr. KELLEY. This is the permanent law.

Mr. PADGETT. The other fellows have served. We had a case yesterday of Mr. Morrison.

MR. BARNETT. Yes; he has been serving for 25 years or more.

MR. PADGETT. He has been in the Navy forty-odd years. He had nine years when that act was passed, and he got the benefit of the six years, but did not get the benefit of the three years and had that corrected.

MR. LONG. Yes.

MR. PADGETT. He wanted it corrected so that he would get the full of the three years and not be limited to the six years.

MR. BARNETT. If we can see where to put that in we will be glad to do so.

MR. PADGETT. Do you not think that your provision should run along with the Navy's?

MR. BARNETT. They should be identical.

MR. PADGETT. Six and twelve years' service?

MR. BARNETT. I think they should run identical.

MR. PADGETT. Suppose you redraft this provision so as to do that?

MR. BARNETT. Yes, sir.

Redraft of paragraph 7 follows:)

APRIL 17, 1920.

DEAR MR. CHAIRMAN: In accordance with instructions received at the public hearings before the House Naval Committee on April 16, 1920, I am submitting herewith a revision of paragraph 7, section 66, page 65, of the personnel bill. This provision will place the warrant officers, pay clerks, warrant officers, and chief pay clerks of the Marine Corps on the same basis as a parity with the warrant officers and chief warrant officers of the Navy. The last proviso is added in order that warrant officers and pay clerks appointed to chief warrant officers and chief pay clerks may all come in on an equal basis. Some of the pay clerks received their appointments prior to August 29, 1916, the date of the passage of the act authorizing warrant officers for the Marine Corps.

Sincerely, yours,

GEORGE BARNETT.

*Major General, Commandant.*

CHAIRMAN HOUSE NAVAL COMMITTEE,  
*House of Representatives, Washington, D. C.*

SUBSTITUTE FOR SECTION 66, PARAGRAPH 7, PAGE 65.

at the appointment of twenty-five additional marine gunners and twenty-

Gen. BARNETT. Yes, sir.

Mr. STEPHENS. And then to sergeant major?

Gen. BARNETT. Sergeants major and quartermaster sergeants.

Mr. STEPHENS. And then come your commissioned officers?

Gen. BARNETT. No; between them are the warrant officers.

Mr. STEPHENS. They are called commissioned warrant officers?

Gen. BARNETT. The marine gunners, quartermaster clerks, and chief pay clerks.

Mr. STEPHENS. They fit in between the highest enlisted man and the junior commissioned man?

Gen. BARNETT. Yes; they were enlisted men originally.

Mr. STEPHENS. They have been advanced from sergeants and quartermaster sergeants to warrant officers?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. The next is paragraph 8.

Gen. BARNETT. That is a clause which largely has reference to the war:

That any warrant officer, pay clerk, or enlisted man who has been or may hereafter be placed on the retired list of the Marine Corps who served creditably in the war with Germany as a commissioned or warrant officer of the Marine Corps or the Marine Corps Reserve shall have on the retired list the rank and retired pay of the highest commissioned or warrant grade held by him, if such rank and retired pay be greater than that to which he would otherwise be entitled by law.

Mr. KELLEY. Admiral Washington said that he did not want that done for the Navy.

Gen. BARNETT. I am surprised.

Mr. KELLEY. The admiral did not recommend that; he said it was not a good thing to do.

Gen. BARNETT. I do not know why.

Mr. PADGETT. You do not do that for the fellow on the active list. You are giving to a man on the retired list a benefit that is denied to the man on the active list; you are promoting the man who is on the retired list to a higher grade, and a man who is on the active list does not get that promotion. That is the difference.

Gen. BARNETT. No; it does not promote anybody at all.

Mr. PADGETT. Yes.

Gen. BARNETT. It says "pay of the highest commissioned or warrant rank held by him during the war."

Mr. PADGETT. Certainly, but the man who is on the active list does not get that; he goes back and takes his prewar rank.

Gen. BARNETT. I see that point.

Mr. KELLEY. The next is section 9.

Gen. BARNETT. Here is a substitute for that:

That until June 30, 1922, promotion in grade and rank in the commissioned personnel of the Marine Corps shall be in accordance with the laws which were in force and effect on January 1, 1920, subject to such examination as the Secretary of the Navy may prescribe.

There are two reasons for that. The Army has a reorganization bill. This does away with examination for promotion, and I am not willing to see that down in the Marine Corps. Unless some clause like this is put in the bill, it will do away with examination for promotion in the Marine Corps, and I do not want to see that down.

Mr. PADGETT. There will just be automatic promotion?

Gen. BARNETT. Yes, sir. They are going to have a board of officers who will prepare a lineal list and when a man once gets on lineal list then he goes up by seniority. We have had the lineal list for four years; in 1916, when you gave us that authorization, one lineal list for the whole Marine Corps was made. There is one object in the wording, and that brings up promotion by selection. Then I brought up before this committee four years running. I believe in promotion by selection, if it can be properly administered. There are two paragraphs 10 in this bill. One is worded as far as possible in accordance with the clause governing promotion in the Staff Corps of the Navy, and the other is a clause taken from Wadsworth reorganization bill. I put those two in, simply for

gentlemen to choose between them. In my opinion, the Wadsworth provision is much better than this one, because we are a military body. The Navy needs a certain number of captains in accordance with their ships and all that, and we being a military body have always been willing to stand by the promotion scheme, whatever it may be in the Army. I understand that the Wadsworth bill has been amended and entirely changed, and therefore we do not know what they are going to do in the Army, but I do know that I want the promotion by examination to stand. Furthermore, I am going to commend, as I have here, that there be no scheme of promotion by selection in the Marine Corps until 1922, and therefore I am not recommending that you take up any question of promotion by selection now, for the simple reason that I think it would be much better to wait until the Army bill is passed and see how it works.

Mr. PADGETT. The two sections 10 would come out.

Gen. BARNETT. Both would come out.

Mr. KRAUS. That is, sections 10 and 11?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. They both come out?

Gen. BARNETT. Yes, sir.

Mr. PADGETT. That provides for the use of a lineal list?

Gen. BARNETT. Yes, sir.

Mr. PADGETT. You have that?

Gen. BARNETT. That I would be willing to see. The Secretary of the Navy believes in promotion by selection. All I want to do here is to ask you gentlemen to not put anything permanent in the bill that would do away with selection later on if deemed advisable.

Mr. PADGETT. It might be interpreted after June 30, 1922, that selection would go on.

Mr. OLIVER. You might put in "any general law to the contrary notwithstanding."

Mr. PADGETT. Yes; that would fix it.

Gen. BARNETT. You are not taking up, as I understand, anything in regard to the reservists?

Mr. KELLEY. No.

Gen. BARNETT. Regarding section 12, the question of the comptroller's decision is involved there. Gen. Long tells me that the comptroller refused to allow that to the Marine Corps, because the act did not specifically mention it. The whole gist of it is contained in the last paragraph—that is, "within three months from the date of such discharge," and the pay officer can not pay them or allow them benefit of continuous service on account of the decision of the comptroller; the comptroller would not give us a decision, he decided in favor of the Navy.

Mr. KELLEY. Because the words "Marine Corps" were not included?

Gen. BARNETT. Yes, sir.

Mr. KELLEY. And this would allow those in the Marine Corps to get the \$60 bounty?

Gen. BARNETT. It would allow them the benefits of continuous service. Paragraph 13 has been stricken out?

Mr. PADGETT. We struck that out. We may redraft it, and if we do we will put in the Marine Corps.

Gen. BARNETT. As to the last clause, 14, we had that up this morning, and I want to add one more little argument in favor of my proposition. We have quite a number of officers who are retired on account of serious wounds in the late war, and according to the way you have it written the widow of one of those officers will not get a gratuity, although a man on the active list who was fighting alongside of this man, but who was not shot or wounded, if he lived on for a year, his widow would get the gratuity when he did die.

Mr. OLIVER. The amendment which you propose covers that?

Gen. BARNETT. Yes, sir; I only wanted to give you one more argument.

Mr. PADGETT. The whole difficulty could be remedied if we said "on the active or retired list"?

Gen. BARNETT. Yes; or if you did not mention the retired list, and simply made it apply to widows or dependents of officers and men of the naval service.

(Thereupon the committee adjourned.)

[NO. 36.]

**NAVAL MILITIA.**

[Senate Amendments 34 and 37.]

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**A Hearing Before the—**

**Managers on the Part of the House in the**

**COMMITTEE OF THE CONFERENCE**

**On the Naval Appropriation Bill, H. R. 13108.**

**Sitting with the Naval Affairs Committee of the House.**

**Friday, May 7, 1920.**

(The conferees and committee met this day at 10.30 o'clock a. m., Hon. Thomas S. Butler, chairman, presiding.)

**Statement of HON. LUTHER W. MOTT, a Representative in Congress from the State of New York.**

Mr. MOTT. I am here on behalf of New York State. The congressional delegation, including both Senators, the governor, and the adjutant general of New York, are very much interested in amendments 34 and 37, which were unanimously voted into the bill by the Senate at the suggestion of Senator Calder, of New York.

We have a naval militia in New York of which Commodore Forsheew will tell you. It has been very successful: the State is very proud of it and very proud of the record it made during the war. We want to continue that naval militia. It is not in any formative state; it is not an experiment because, as the commodore will tell you, the divisions are all reorganized, the armories are all in use and we only need this bit of legislation to go on with the work which the naval militia has done.

The entire delegation is interested as well as the State officials. The commodore, I think, has had letters from the governor and adjutant general showing their interest and I hope the committee will give attention to the commodore's request.

**Statement of COMMODORE ROBERT P. FORSHEW.**

Mr. KELLEY. What is your position?

Commodore FORSHEW. I am a commodore in the Naval Reserve force on the inactive list and I am commodore of the Naval Militia in New York.

Mr. KELLEY. How long have you held that position?

Commodore FORSHEW. Since 1911, commanding the Naval Militia of New York. I have been in the Naval Militia 29 years. I am a graduate of the Naval Academy and have had naval service.

The CHAIRMAN. Now, then, if you will say what you would like to say to us concerning the amendments we will be very glad to hear you.

Mr. OLIVER. Is the Senate amendment long?

Commodore FORSHEW. It is on page 16. Referring to amendments 34 and 37, Mr. Chairman, legislation, which has the approval of the Secretary of the Navy, is desired to establish beyond doubt the legal status of the Naval Militia and the legal right of the department to aid it. It was thought that the act of July 11, 1919, might do this, but the solicitor of the Treasury, in a recent decision, says not, and we are in the position which I will illustrate: A few days ago the commanding officer of a Naval Militia unit in New York asked for some springs of negligible money value for a condemned 4-inch gun, used for drill purposes by the Naval Militia.

The reply came back from the Bureau of Ordnance that they had no legal authority to aid us. This to a State which furnished for free use of the Navy alone during the war, in whole or in part, properties valued at approximately \$20,000,000, and the Navy is still having the free use of several millions of it; I should say the free use of property of the value of about \$4,000,000. In comparison with that I will make the statement, which I obtained from the quartermaster general of New York, that the Army has given the National Guard of New York within the past year \$1,000,000 worth of property, and they have promised further property of which the approximate value is another \$1,000,000. Yet we can not get these few dollars' worth of springs.

Amendment 37 preserves in States so desiring—and no State need maintain it if it does not desire, although the governor of New York has stated in writing to the Secretary of the Navy his desire to maintain and the legislature has made appropriations in accordance—force available for the maintenance of law and order, a very evident need in the present time of domestic disturbances and outlaw strikes. If the Naval Militia of New York had been called out during the recent outlaw strike the spectacle would have been presented of a force unable to properly respond, however willing, for lack of arms and equipment owing to the lack of Federal assistance, and the very duty we would have been called upon to perform might well have been as in 1917, to guard the East River bridges, the destruction of any of them blocking the approaches to our great navy yard. That was practically Federal duty, and this in a State so generous as above described and which, at the encouragement of the Navy Department has spent 29 years of effort and millions of dollars to maintain it. Naval Militia, and which has recently increased its force nearly two hundred fold at the written request of the department, presents a almost incredible situation.

Under amendment No. 37, if it becomes a law, this Naval Militia force will be organized as called for by General Order 153, issued by the Navy Department, and which order was issued by the Secretary of the Navy as a result of the report made by a board of regula

after long and careful deliberation. The physical qualifications of its members will be the same as the Federal qualifications; officers and men must qualify as laid down by the Navy Department in that order, its drills to maintain efficiency must be as laid by the Navy Department; the department will have an even hold on them through State enlistments and laws governing more than it has on the other members of the Naval Reserve under existing laws, and they will be members of the Naval Reserve Force and equally subject to Federal call in emergency.

BRITTEN. Just at that point would they not, in fact, be a part of the Naval Reserve Force in every sense?

AMODORE FORSHEW. In every way, Mr. Britten. The law is explicit, the amendment is explicit, otherwise they get no benefits and are not supported. You will note by this amendment that the Secretary of the Navy is authorized, but not directed, to provide for the maintenance of the Naval Militia as before. The result of that will be that if the Naval Militia is inefficient the Secretary of the Navy will withdraw Federal aid, and that would be fatal.

As far as the Naval Militia is concerned, the result of General Order 153 in the case of New York is best exemplified by a letter from the Chief of the Bureau of Naval Militia under date of December 8, 1916:

View of the experience and training of the Naval Militia officers of New York it is extremely desirable that that State increase its quota of Naval Militia, since it has the organization that has developed battallions upon which the Navy now depends for the expansion of the fleet. In this connection, it will not be amiss for the division to express its satisfaction at the energy, and efficiency of the Naval Militia organizations of the State of New York as reported to this division by the commanding officers of the ships upon which these organizations made their annual cruise.

It is the department's testimony, and there is no doubt that the Naval Militia organizations were in the very same desirable condition. When the Federal call came, the Naval Militia responded promptly.

CHAIRMAN. Were you one of the officers of the Naval Militia when the Chief of the Bureau of Navigation here last January

Mr. OLIVER. Do you recall when that hearing was held?

Capt. MACKLIN. In December was the meeting, and the hearing was on February 18, 1918.

Commodore FORSHEW. I believe that is correct. Mr. Padgett, when the war came on we had many men in the Naval Militia who had served a great many years and who had received training. When they started the intensive training classes for officers at Annapolis I personally asked the Navy Department to allow some of these men to go there to be further qualified for commissions. The reply was that the Naval Militia did not need it, but at the same time we did not get commissions for our men.

Mr. KELLEY. How many members are in your militia who are not also members of the Naval Reserve?

Commodore FORSHEW. I believe I could count them on two hands; I personally only know of one.

Mr. KELLEY. So that there would be no expense involved whatever?

Commodore FORSHEW. No, sir; no additional expense. This appropriation does not carry \$1 for this purpose.

Mr. KELLEY. The men who would draw the gratuities—

Commodore FORSHEW (interposing). Would draw them anyway.

Mr. KELLEY. They would draw them as members of the Naval Reserve?

Commodore FORSHEW. Yes, sir.

Mr. KELLEY. Do you ask that they be permitted to belong to your organization in New York?

Commodore FORSHEW. I ask that the State of New York may maintain an organization for the maintenance of law and order in these times.

Mr. BRITTEN. And at the same time may also appropriate such money as seems necessary in order to help along this good work?

Commodore FORSHEW. Yes; and the State of New York is doing it very, very handsomely.

Mr. PADGETT. If there is no additional expense why is the appropriation increased from \$50,000 to \$500,000?

Commodore FORSHEW. That is not an increase to take care of the Naval Militia; it is an increase to take care of the Naval Reserve Force and, Mr. Chairman, as to that appropriation I feel strongly about it, although I did not come down to speak of it. I think the \$50,000 is entirely inadequate. It would make the Naval Reserve a false alarm rather than a real thing and I want it real.

Mr. KELLEY. We have \$12,000,000 in the bill to take care of the Naval Reserve.

Commodore FORSHEW. That goes to the men individually, and I think that retainer pay is not just what it ought to be.

Mr. KELLEY. Do you think we ought to pay \$500,000 for renting halls?

Commodore FORSHEW. That is only a part of it.

Mr. KELLEY. And paying janitors?

Commodore FORSHEW. That is only a part of it. I am not responsible for those figures, but I base it on this—

The CHAIRMAN (interposing). I will read the language, and this was a part of the measure which passed the House known as the naval appropriation bill:

For expenses of organizing, administering, and recruiting the Naval Reserve Force; for maintenance and rental of armories, including the pay of necessary janitors, and for wharfage, \$50,000.

Now, the Senate added an amendment including these words, "and Naval Militia," and also "\$500,000." Therefore, under the language of that provision we would appreciate \$500,000 or \$450,000 more than the House agreed to for the expenses of organizing, administering, and recruiting the Naval Reserve Force.

Commodore FORSHEW. Yes, sir.

The CHAIRMAN. For the maintenance and rental of armories, including the pay of necessary janitors, and for wharfage?

Commodore FORSHEW. Yes, sir. Mr. Chairman, I see your point, but that increase is not asked to take care of the Naval Militia. The Naval Militia, under what we are asking for, will help you economize, sir. Now, sir, that \$50,000 for the whole Naval Reserve Force, I believe, is a drop in the bucket if you are going to have something real and if you do not have something real do not let us have anything.

Mr. BRITTEN. This \$50,000 was merely intended to cover prospective expenses in the rental of halls, the pay of janitors, and necessary wharfage. It was highly prospective and indefinite. In many instances the States would donate armories, janitors, light, and everything else, while other communities would not, so that this \$50,000 might be inadequate and it might be plenty. It was a guess, pure and simple. Now, Commodore, the increase to \$500,000 was not made because of adding the words "and Naval Militia"?

Commodore FORSHEW. No, sir.

Mr. BRITTEN. The words "and Naval Militia" were added to accommodate the Senate amendment No. 37, on page 16?

Commodore FORSHEW. Absolutely.

Mr. BRITTEN. Making the language compatible?

Commodore FORSHEW. Yes, sir.

Mr. BRITTEN. Therefore I do not think I would waste any time on that.

The CHAIRMAN. I do not desire to waste any time, but I would not agree to raise it to \$500,000 without any explanation.

Mr. PADGETT. What I would like to know is the necessity for amendment 37.

The CHAIRMAN. I have never heard any request from the department to write \$500,000 in there, and I do not know whether any request was made or not. Before the commodore proceeds any further, I see Senator Calder present, and, as he is a busy man, we will hear him if he desires to speak to the committee.

**Statement of HON. WILLIAM M. CALDER, a Senator from the State of New York.**

Senator CALDER. Mr. Chairman, I doubt whether I can add anything to what Commodore ForsheW has said. As you know, he is a graduate of Annapolis and has been all of his life engaged in the naval service of his country. Since the organization of our naval militia, some twenty-odd years ago, he has been closely identified with it and under his leadership our State had ready, when the call

came, 2,000 trained and equipped naval militiamen. It was my privilege to review the Brooklyn unit of some 800 men; the day after the Navy Department asked for his men they were at their armory equipped and ready to go. I stood outside of the armory and reviewed them as they went by to the navy yard to put into commission some of the battleships of the Nation.

The State of New York has always taken great pride in its naval militia. You know how it is in your own States. You have your local National Guard. It is the Chester Regiment, the Chicago Regiment, or a regiment with some other local name that goes with it. We had that same thing in Brooklyn, and it is true all over the State, Rochester, Oswego, and so forth. These men have always been at the service of the State in time of difficulty as well as they were ready for the service of the country when the call came. So it seemed to me that if we are going to have a National Guard under the Army that in keeping with that we might very properly have a Naval Militia. I have not gone into this whole subject as you have.

You know best how to work it out, and the Navy Department does also. But as the years go by and we get further away from the war and the periods of enlistment of these naval reservists run out, I venture to say that unless we have some active local interest we are going to have very great difficulty in inducing these naval reservists to enlist in the service again, and I venture the statement that if we have no war in 10 years that in that period the only trained men you will have to help man the ships of the Nation in time of emergencies will be the men you will get from the naval militia right at the moment. I am told by some officers that they recently asked for naval reservists to come in and man some of the vessels going into service, and they had no trouble in manning them because the spirit of adventure was in a great many of these young men. But as we get further away from the war I fear you will find great difficulty; but if you have them in a real reserve you can depend on their services. Under this amendment a man to secure the benefits of a naval-militia enlistment must also be in the naval reserve and ready always at the Government's call. It seems to me that when a State like New York—and I am sure the rest of the States will follow—appropriates, as it does, \$200,000 a year, furnishes \$3,000,000 or \$4,000,000 of equipment, pays for the services of janitors, furnishes light and heat, and then comes here and asks you for Federal recognition, as we do here, that it should be difficult to deny it. I am rather the father of the amendment in the Senate, and have this subject very much in my heart. I felt favorably disposed toward it personally, and I hope this committee will give it favorable consideration.

Mr. BRITTEN. Would not the mere fact that these men were tied up to a State organization, as well as to a national organization, and the State organization being in touch with shipping interests, yachting interests, and pleasure interests on the water, in itself provide pastime for them which would be an adjunct in connection with any naval militia force?

Senator CALDER. Absolutely.

Mr. BRITTEN. And New York is in a position to do that where many other States are not?

Senator CALDER. Yes, sir.

**Mr. BRITTEN.** And with local pride in Brooklyn, and the other cities which you have just mentioned, would not that in itself promote a sort of enthusiasm and get the men aboard ship?

**Senator CALDER.** Yes, sir.

**Mr. BRITTEN.** And it certainly is not going to cost the Government any more; on the contrary, New York is going to add its \$200,000 a year and \$4,000,000 worth of equipment in fitting up the reserve force we desire.

**Senator CALDER.** You say it better than I can. May I add just this personal word? A member of my own family was in the Regular Navy; he was a regular officer and resigned from the Navy the first of this year to go into business. He is just awaiting an opportunity—he is a young man of 30—to go into this thing in New York State, and he said he would take with him—he is a member of a legion in New York made up entirely of Navy men—if there is a place for him, most of the younger men of his legion, and that they will go into this organization in the State.

**Mr. BRITTEN.** They will go into a State organization where they would not go into a reserve organization?

**Senator CALDER.** Yes, sir.

**Mr. HICKS.** The Senator is familiar with my district, because he has sometimes lived in it?

**Senator CALDER.** Yes; and I expect to live there this summer.

**Mr. HICKS.** My district is probably the principal marine district in the State of New York, and our yachting facilities and boating facilities are probably the best of any section of the State because of Long Island Sound and South Bay. From your traveling around in my district do you not feel that there are many hundreds of men, if not some thousands of men, ready and anxious on Long Island to join the Naval Militia if provision is made for their joining?

**Senator CALDER.** Some have so expressed themselves to me.

**Commodore FORSHEW.** I have applications from Long Island and I have a division of probably 100 in the Flushing, N. Y., district.

**Mr. HICKS.** I have no doubt of that.

**Mr. KELLEY.** I would like to ask your opinion about this particular phase of the situation: Is there any likelihood of a clash of authority which would be embarrassing at times if these men are subject to both the call of the Secretary of the Navy and the governor of New York? They belong now as a body to the Federal service and also are subject to the call of the governor of the State. Suppose there was a request made on the Secretary of the Navy for some service which he refused to grant; then could these forces be used by the governor for any purpose that the Federal Government refused to have them used?

**Senator CALDER.** I can not conceive of a situation of that kind arising.

**Mr. KELLEY.** Sometimes the question of using Federal forces in a State is quite a difficult thing?

**Senator CALDER.** Our National Guard, which is Federalized, would be required, on the call of the governor, to serve in putting down local disturbances?

**Mr. KELLEY.** Yes; but the Federal Government does not have such control over the National Guard as it would have over this organization.

Senator CALDER. It will have if some one of the two ideas contained in the Army reorganization bill, now pending, is adopted. I know that our governor has written me asking me to favor the proposition of my colleague, Senator Wadsworth.

Mr. KELLEY. The principal use of the National Guard is for strike duty?

Senator CALDER. Yes, sir.

Mr. KELLEY. If they were fully Federalized and became a Federal agency the question of using them for strike duty might be an entirely different matter. The use of Federal troops and the use of State militia is quite a different thing, is it not?

Senator CALDER. I have no doubt that if our governor called on this Naval Militia for strike duty they would expect to serve and would serve.

Mr. KELLEY. Suppose the Secretary of the Navy said they should not do it?

Commodore FORSHEW. May I answer that?

Mr. KELLEY. Yes.

Commodore FORSHEW. The Secretary of the Navy's only absolute jurisdiction over the Naval Militia and the Secretary of War's jurisdiction over the National Guard is in time of emergency, and when an emergency is declared or war is declared—and the President can name the emergency—the Federal call is paramount. That was shown in 1898 and again during the last war.

Mr. KELLEY. But when you make your State militia a part of the Federal reserve, then you lose control entirely, do you not?

Commodore FORSHEW. No, sir; the members of the Naval Militia—

Mr. KELLEY (interposing). If you did not you would have a clash of authority.

Commodore FORSHEW. Not the slightest bit, sir; we can work in perfect harmony. The naval militiamen would have to join the Naval Reserve Force as individuals; that is the interpretation of the law, and the Navy Department has a strangle hold on them, as they should have, in time of emergency declared by the President, or in time of war. Now, sir, in case of domestic trouble in the State, the governor of the State can call the same men out as an organization, as the Naval Militia, as the States forces, and they are compelled to do duty under penalty of court-martial.

Mr. PADGETT. Just at that point may I call attention to another angle of it? Suppose the governor calls them out for a State emergency, as you designate it, and they are serving, and then the President should say that an emergency has arisen, that he wants them elsewhere, and should call them elsewhere for another emergency. Would there not immediately be a complication?

Commodore FORSHEW. I do not think there would be for a moment; I can not conceive of a situation where the men would not obey the Federal call, and they would not be patriots if they did not.

Senator CALDER. We have a National Guard in New York and have had for many years, and we have never had a difference of opinion one these things in New York.

Mr. KELLEY. Has there not been recently some request made upon the Federal Government for the use of the Federal reserve troops

ew York for the purpose of preserving order there, which request was denied?

amodore FORSHEW. I never heard of that.

pt. ZIEGEMEYER. Yes, sir; a request was made on the commandment names of people in the Federal reserve who could be used in case of trouble there; they telephoned to him about it and he said it could not be done.

amodore FORSHEW. What was he asked?

pt. ZIEGEMEYER. Whoever phoned wanted to use them as strike breakers; that is what it really amounted to.

amodore FORSHEW. Who asked for them?

pt. ZIEGEMEYER. I do not know.

ator CALDER. It seems impossible that anybody would ask the Government for the names of men to use as strike breakers. Some may have telephoned to somebody about such a thing, but I am not one of the Senators from New York and I never heard such a suggestion.

amodore FORSHEW. New York is touchy on that subject and for its own.

E. KELLEY. The State of New York has not made any such request.

amodore FORSHEW. I never heard of it, and I can not conceive of an official request of that kind.

ator CALDER. I am sure that no one made a request on the part of the Federal authorities for any such thing, because we have plenty of men to take care of ourselves. We have a very large police force in New York City.

amodore FORSHEW. And we have the National Guard and Naval Reserve there to help in such emergencies.

BRITTEN. Let the captain further explain what he heard.

pt. ZIEGEMEYER. A request was made on the commandment, I think, to get the names of them as individuals in order to send out orders.

BRITTEN. Who made the request?

pt. ZIEGEMEYER. I do not know who made the request on the commandment.

think we can do justice to the matter in an appropriation bill. It seems to me it needs serious study as to what we are to do with the Naval Militia and how to create a reserve.

SENATOR CALDER. The war has been over for nearly two years and we have been waiting for some one to bring to your committee a study of this thing that would be workable and practical, and we are still waiting.

MR. BRITTEN. The State Naval Militia idea is not a new idea!

SENATOR CALDER. No.

COMMODORE FORSHEW. It is 29 years old, sir.

SENATOR CALDER. This is one place where you can hold the situation in part until you have your program.

COMMODORE FORSHEW. Do not give up an organization which has proved its value until you find out how the reserve experiment is going to work, and the Naval Reserve in peace times is an experiment.

MR. KELLEY. I understand that the other States have signified their desire to federalize their forces and that you are the only one that wants this legislation; is that accurate?

COMMODORE FORSHEW. I will explain that situation and I am mighty glad you brought it up. I was asked if there was a meeting with the Chief of the Bureau of Navigation in September last. I have in my bag written statements, and verbal assurances in addition to the written statements, of two-thirds of the Naval Militia, represented by The Adjutant General or their commanding officers, that they desired this legislation. We went to this meeting and we asked the representatives of the Navy Department if they had anything to say, and they said something. They got up and they said, "We are considering the matter and we believe we shall sever the Naval Militia from the Naval Reserve; we are thinking of going to Congress for the repeal of the act of July 7, 1919."

In face of that, all except New York jumped on the band wagon to put it plainly; they said they could do what the department wanted, and we were the only ones who stood out, and we have one third of all the Naval Militia in the country. There is the situation that this meeting brought forth, and I have those documents here in this room.

MR. KELLEY. Suppose the committee should deem it wise to permit you to go ahead for a certain length of time; say, for a year?

COMMODORE FORSHEW. This appropriation carries for a year only sir.

MR. PADGETT. But the legislation carried in amendment 37 is permanent.

COMMODORE FORSHEW. If we are not efficient, the Secretary of the Navy can kill us in a very few months by withholding Federal support, and if we are efficient he will not withhold it but will want to keep us.

THE CHAIRMAN. Suppose you had a good bit of money to help maintain this Naval Militia for a year, or until Congress could very carefully examine what is asked in this amendment and legislate directly on it?

COMMODORE FORSHEW. I do not want to separate the Naval Militia from the Naval Reserve Force. I believe in the Naval Reserve Force if it is carried out workably, and I believe that the Naval Militia

be of the greatest possible benefit to the Naval Reserve Force. I believe we can help make that force a success.

Mr. KELLEY. Suppose it should turn out that the best naval reserve might possibly be in connection with our merchant fleet?

Commodore FORSHEW. I believe in two classes of reserve. One the merchant people, who go to sea for a living; they should be remain dependence as a naval reserve, and a naval militia in our ports will help build up the sentiment for entering the merchant line. Then, again, the naval reserve should be composed of young men, and there should be men of my age who have had experience and are willing to help them and make something of them. I can make something of them, and what we have done and their was testified to by the Chief of the Bureau of Navigation on the outbreak of this war.

Mr. KELLEY. Would not the best plan be to help you, say, for the coming year and take that time to see what sort of a naval reserve ought to create and just what situation would arise?

Commodore FORSHEW. You can legislate us out of existence if we are not efficient; you can repeal this legislation at the next session.

Mr. BRITTEN. Would it be quite fair for the Government to appropriate directly for the New York State Naval Militia for the coming year and deny that same appropriation to the Illinois Naval Militia, Wisconsin Naval Militia, or the California Naval Militia?

Mr. KELLEY. I did not mean to make it apply to one State.

Commodore FORSHEW. I do not think that would be good business.

Mr. BRITTEN. Then I misunderstood Mr. Kelley.

Commodore FORSHEW. I do not ask this only for the State of New York. If you do not give us this legislation, we are in the position of being taken out and shot at sunrise because we are at a critical position now. We must go ahead. We have young men in the State of New York who want to enlist in the Naval Militia and enroll in the Naval Reserve, and those men have not had a stomachfull of duty during the war; they are young fellows, they want to come in now and I want to get them.

Mr. BRITTEN. I can understand that there would be a great deal of pleasure for a young man in a State organization than there

Mr. KELLEY. What is the term of your enlistment in New York State?

Commodore FORSHEW. Three years, but just at present we are letting men who have seen service come in for one year in order to compete with the same conditions in the National Guard.

Mr. KELLEY. Then if we should help you for one year it would not interfere with your enlistments, would it?

Commodore FORSHEW. I would not put any strings on it.

Mr. KELLEY. But if we did help you for one year it would not interfere with your enlistments; you could take these boys in for one year and see how the thing works out.

Commodore FORSHEW. If I take these men in I have got, at the same time, to have the Navy Department enroll them in the Naval Reserve Force, otherwise I can not get them supported, and the Naval Reserve enrollment is a four-year enrollment.

Mr. PADGETT. Another question I want to call attention to is this: In amendment 37 you have this language:

And all duty performed in the Naval Militia shall, with the approval of the Secretary of the Navy, be counted as active service for maintenance of efficiency as provided by law for members of the Navy Reserve Force.

In other words, that the Navy will conduct the drills, practice, etc., of all the reserve except the Naval Militia; the Secretary will lay down rules for that, and that would be conducted and carried on by the Naval Militia and the Secretary to accept it?

Commodore FORSHEW. No, sir; I do not think that will be the practice. I will tell you what it was before. The Navy Department had what was called instructor-inspectors who covered that very point; they were on the job watching what we did; they told us what to do and they made their reports to the department. We were strictly under Federal supervision. That was covered very carefully, sir.

Mr. KELLEY. Let me ask my question directly again: If we should give you this permission for one year, would that seriously interfere with your enlistments in the Naval Militia of New York; and if so, why?

Commodore FORSHEW. Yes, sir; it would. It would interfere very seriously, because a young man coming in, who is ambitious to advance himself—and a young man who is worth his salt wants to advance himself—would say, "Why should I go into an organization that may be kicked off the map in a year? I will go in the National Guard, where the service is continuous and where, possibly, I will secure a promotion in time."

Mr. KELLEY. Do you not expect to enlist the Naval Militia very largely out of the national reserve?

Commodore FORSHEW. I want these people. We have some corkers in that organization.

Mr. KELLEY. That is where you would go to get them?

Commodore FORSHEW. I was on the examining board that sat at Pelham and we had 2,000 of these boys coming up for examination, and they were a delight.

Mr. KELLEY. I say, you expect to recruit your Naval Militia out of the national force?

AMODORE FORSHEW. Yes; as far as we can, and I will offer them inducement I know how to offer to get them in.

KELLEY. They are already in the national force?

AMODORE FORSHEW. They are; but I want some of the boys who round 18 years of age.

KELLEY. And you can take them in for one year?

AMODORE FORSHEW. I can take them in for three years and not those in the Naval Reserve I can take for one year but the let-out boy, without any experience, comes in for three.

KELLEY. Ninety-nine out of every 100 would come from the Reserve?

AMODORE FORSHEW. No; I do not think from the Naval Re-

KELLEY. I thought you told me a while ago that the forces practically identical and it would not cost the Government any

AMODORE FORSHEW. It would not.

KELLEY. But if you go out and enlist somebody in the Naval Reserve it would not be identical?

AMODORE FORSHEW. You have got to have new people to make Naval Reserve live. The National Guard of New York have been organized since they came back from the war, and they scrubbed the for recruits. It sent 35,000 men, substantially, in the Twenty-first Division to the other side and of the reorganized force of there are probably less than 2,000 men who saw service. I expect do better than that with the Naval Militia Reserve, but that states it.

PADGETT. Let me call your attention to a matter of detail. You are taking them in the Naval Militia for three years?

AMODORE FORSHEW. Yes, sir.

PADGETT. This act requires that they must also enroll in the Reserve?

AMODORE FORSHEW. Yes, sir.

PADGETT. Then the term of enrollment in the Naval Reserve is years?

AMODORE FORSHEW. Four years, sir.

Commodore FORSHEW. I did, sir. The Secretary dictated that letter to his stenographer, and when it was signed I said to the Secretary, "I think I will take that letter down personally, if you have no objection, and hand it to Mr. Page," which I did, and there was a copy left at the Navy Department.

Mr. PADGETT. I have a copy of it.

Mr. KELLEY. Has the Secretary of the Navy withdrawn his approval of this measure?

Commodore FORSHEW. I saw the Secretary of the Navy yesterday afternoon, and he said, "You can say I am still in favor of this," and he said it to me personally about 4 o'clock in the afternoon.

Mr. BRITTEN. What did he mean by "still in favor of it"?

Commodore FORSHEW. I will tell you what he meant by the word "still." The Secretary of the Navy said to me that since that letter had gone in he had some objections from officers of the department that they should control the commissioning of our people. I said, "Mr. Secretary, General Order 153 governs that, and it contains the scope of the examination which must be passed, and which is to be conducted by the Navy Department." I said, "Does that make a difference?" He said, "You can say I am still in favor of it." He said that to me yesterday, sir. I think it was about 4 o'clock yesterday afternoon—between 4 and 5—when I was up there.

The CHAIRMAN. We understood the Secretary of the Navy had some doubt about the wisdom of having signed that letter.

Commander FORSHEW. That is what he told me yesterday afternoon.

The CHAIRMAN. That is the reason these questions are asked of you.

Commodore FORSHEW. I am glad it was brought forth. I saw an officer whom you all know and in whom you have the greatest confidence; he was an officer who used to be associated with this committee; I met him at the Navy Department as he was coming away after paying his respects to the Secretary. He said, "Commodore, I hope you will get that; I am heartily in favor of it and I know the situation."

The CHAIRMAN. Did you say he once sat on this committee?

Commodore FORSHEW. No; he was once attached to this committee.

Mr. PADGETT. He refers to Col. Theall.

Commodore FORSHEW. He knows this situation.

The CHAIRMAN. But he belongs to the Marine Corps?

Commodore FORSHEW. But at one time he was attached to the Naval Committee.

Mr. PADGETT. He was clerk of the committee.

Commodore FORSHEW. And he was a fine man. I was pleased to see he was alive, too, because it was a mighty close call. This legislation, Mr. Chairman, asks nothing that has not been approved by board of regular naval officers which sat for two or three weeks they sat for one week continuously on this subject, and this puts where they said we ought to go; it is not my personal opinion alone although I have dealt with the matter for 29 years and I know he you can handle this situation. If this legislation is not adopted, the Naval Militia will lose the use of their homes—that is, the armories—and that is an important matter.

BRITTEN. Why?

AMMODORE FORSHEW. Because if they do not get Federal aid they go out of existence, and in the State of New York the Adjutant General has told us that if we did not get Federal aid and therefore did not exist our armories would revert to the national guard.

BRITTEN. How much money would you need for the maintenance of your armories in New York?

AMMODORE FORSHEW. I have a financial statement here somewhere. Here is the letter you asked for; I just happened to find it [eating].

CHAIRMAN. Will you tell us how much money it will be necessary for you to have to maintain your armories for one year?

AMMODORE FORSHEW. To start with, we are provided for in three places in New York. The legislature makes certain fixed appropriations. The State is divided into brigade districts and those brigade districts make appropriations for the armories, which are levied by the State in the brigade districts, except in the City of New York, which maintains its armories alone. In rentals and maintenance of armories in New York, we spent the year before the war, about \$60,000, substantially that. The Legislature this year voted \$100,000. We will want more.

BRITTEN. Where did you get the \$60,000?

AMMODORE FORSHEW. From the legislature of New York.

KELLEY. You haven't told us yet what the deficit is going to be.

AMMODORE FORSHEW. I don't know.

CHAIRMAN. I wish we could settle that. The first Senate amendment, which is 34, adding the words "Naval Militia" followed by 35, increases the amount of the appropriation by a very considerable amount. Mr. Padgett made the remark, and I also recall you said that no part of that \$500,000 which is added here by 35 of the addition of the words under the thirty-fourth amendment "naval militia" —

AMMODORE FORSHEW. Absolutely correct, sir.

CHAIRMAN (continuing). Then, you don't need any money

for training, at the discretion of the Secretary of the Navy, to the Naval Militia. Under the present laws, while the Naval Militia is ready and willing, I have not the authority to furnish them arms, even in the greatest emergency, and therefore I am writing to suggest that you incorporate in the bill the inclosed amendment after the word "consent" on line 22, page 14. This will give substantially to the Naval Militia the same status as the Naval Militia had before the war and will preserve them as part of the Naval Reserve Force.

Sincerely, yours,

JOSEPHUS DANIELS.

Hon. C. S. PAGE,  
*United States Senate, Washington.*

I understand also that he—the Secretary of the Navy—desires that there should be made an appropriation sufficient to assist in the maintenance of your armories?

Commodore FORCHEW. No, sir; not in New York; not a nickel. We care for our own, sir.

Mr. KELLEY. Why couldn't you have a short amendment added to your bill simply authorizing the department to assist you along these lines without incorporating your forces into the Naval Reserve?

Commodore FORCHEW. We have tried that. We tried the act of July, 1919, the naval act which we thought gave us that legal status, and the solicitor has decided that it did not.

Mr. KELLEY. Suppose we fix that.

Commodore FORCHEW. We want our men in the Naval Reserve forces. I believe in the Naval Reserve force, and I want it, and I think the country wants it.

Mr. BRITEN. I can't see an objection to having them a part of the Naval Reserve.

Commodore FORCHEW. No objection under the heavens when it comes down to the practical works; in theory, probably yes. But theories don't count nowadays. We are getting down to brass tacks.

Mr. KELLEY. How about pay by the Federal Government and pay by the State of New York?

Commodore FORCHEW. When they are paid by the Federal Government they are not paid by the State.

Mr. BRITEN. Suppose the State does pay them an additional amount in order to keep up their enthusiasm in the Navy; isn't that a good thing?

Commodore FORCHEW. It is—

Mr. KELLEY. How about the officers; do they get double pay?

Commodore FORCHEW. No, sir; never have yet. During the war I did a lot of State duty and never expected, nor wanted, nor asked for it.

Mr. KELLEY. I mean under this would they get any double pay?

Commodore FORCHEW. No, sir.

The CHAIRMAN. Commodore, you can see how this legislation under the naval appropriation bill is putting us in a confused condition. I would suggest you turn over in your mind some opinion you might be able to give us till we can do something.

Commodore FOURCHE. If that is passed with a string for one year, kiss us good-by. The next legislature won't appropriate a nickel for us in my opinion. I had hard enough time this year to get my State appropriation on account of the attitude of the Navy Department. I had an appropriation secured and signed last week to carry us till July, 1921. I wasn't taking any chances. But we will

die in a few months if we don't get the Federal aid. We have got to have boats, ships—we are not worth a darn without them, for naval use.

The CHAIRMAN. Suppose that is furnished you, the boat and ships and arms?

Commodore FOURCHE. I don't need it for the armories. I need it for the Federal stuff. Under the laws of the State of New York, if you furnish us a vessel that vessel becomes under our State law a State armory, and we can put State men on there and help you care for them, and you have done it for years. You cut down your skeleton crews and you save from that.

Mr. KELLEY. I don't believe there would be objection to assisting you along the lines you suggest, but the question is the adoption of this amendment.

Commodore FOURCHE. May I speak one word more? I wasn't quite finished.

And another thing, if this help is not given us, Mr. Butler, the Navy Department's loss in the State of New York for the aid of its Naval Reserve amounts to \$200,000 annually. That is substantially what New York puts up, and the use of armories of which their value is about \$2,700,000. This all benefits a force that is bound to respond to Federal call the same as the National Guard, which the Government is maintaining and liberally supports. Is the country so rich and patient that there is no limit to these things? I can't believe that this committee will throw this away, this money. It is a day of economy.

Mr. HICKS. There has been a suggestion made here that by having this put in the conference bill we are writing legislation onto an appropriation bill, and therefore it produces confusion. Haven't we, through our representatives, requested legislation to be put on that appropriation bill?

Mr. PADGETT. The chairman said this legislation itself in the form in which it is presented and without the full consideration is confusing, not that it was confusing to put it on the appropriation bill.

The CHAIRMAN. I asked two members of this committee that were considering the personnel bill—I discovered the importance of adding further to the regular service in the Navy, the regular service, adding to it, to consider with the Senate committee the advisability of giving the Navy immediate relief, but this amendment here involves the whole subject of placing the Naval Militia in the status it had prior to the war. There were three sections of that bill we were considering, and I thought it was necessary to be passed as quickly as possible.

Mr. HICKS. The mere fact of putting this legislation on an appropriation bill I don't think is especially fatal, because we have already done so on other occasions.

The CHAIRMAN. I know, but this is a very—the Bureau of Navigation is condemning this. I have endeavored to suggest that it would be well for us to provide as well as we could for the Naval Militia in the way of a contribution of money, keep it going along for a year, until we could consider the naval personnel bill, what should be done with it, whether it should go back to its prewar status, or—

Mr. BRITTEN. I would oppose any appropriation for the personnel that is not a part of the Naval Reserve force.

Commodore FOURCHE. And you are right.

The CHAIRMAN. I am not going to commit myself on this bill until it is all over.

Commodore FOURCHE. You spoke about legislation in the naval appropriation bill. I want to say to you that almost all the Naval Militia legislation has been in the appropriation bills in the last few years, and we reached the situation within the month, sir, that we did not want to be placed in the ridiculous situation if we had a strike in New York and we were called for duty that we couldn't respond and the Navy Department couldn't give us the arms, etc., and therefore haste was necessary.

The CHAIRMAN. Will the Senate amendment 37 cost the Government anything?

Commodore FOURCHE. Rather the reverse. Instead of financing the Naval Militia it enables the States through its Naval Militia to help finance the Naval Reserve Force—a measure of economy.

Mr. BRITTEN. Just as a cruise of the Naval Reserve Force is contemplated for three months down through the Panama Canal and up the Pacific coast, that is going to cost the Government hundreds of thousands of dollars.

Commodore FOURCHE. Certainly it would. But I mean an additional sum.

Mr. BRITTEN. And this is an activity in connection with the Naval Reserve Force?

Commodore FOURCHE. Yes, sir.

Mr. HICKS. Haven't you called to the attention of the members your other suggestion?

Commodore FOURCHE. Yes, sir; I have got just 10 lines more.

Mr. Chairman, by this method of proceeding the Navy Department will deal with bonded State officers rather than with officers of small units, which is always desirable. In New York our laws are so framed as I told you that we expect to take all branches of the Naval Reserve into our armory if we are allowed to maintain them by this enactment. Why throw away all this for an experiment? The Naval Reserve in peace time is an experiment. We haven't tried it. We tried to get a Naval Reserve during peace time and didn't succeed. We did succeed during the war, and you will always succeed with the young men with red blood in them. Why not keep the Naval Militia until we see how the experiment pans out? We will help you make it a success.

Mr. PADGETT. Just on that subject, in peace time, after 22 years' experience we had about eight or nine thousand men, and perhaps twelve or fifteen hundred officers in the Naval Militia prior to the breaking out of war, about 12,000, perhaps, all told. Now we have got in this condition over 350,000 in the reserves. Don't you think we can preserve as many out of the reserve as we had out of the Naval Militia?

Commodore FORSCHEW. I can best answer that in this way. I was in the office of a subdistrict commander of a naval reserve district three weeks ago. He showed me his morning mail. It consisted of 14 letters, and the letters were replies to letters sent out by the Naval Reserve to answer certain questions on a printed card, and one of those questions was, "Do you expect to reenroll at the expiration of your present enlistment?" Of those 14 letters 13 said "No." One

mid, "Under certain conditions." As to the number of the reserve Naval Militia at the break of the war, that is due in most instances to the small State appropriations. And I think that is the situation in most States that don't want State militia.

Mr. BRITTEN. Do you know of any meetings that have been held in any place in the United States by any portion of these 350,000 reserve forces?

Commodore FORSHEW. I know of an officers' association that held meeting here within a month or two.

Mr. BRITTEN. We have a reserve force on paper to a very large degree.

Commodore FORSHEW. Ten per cent effective is my estimate of the reserve. I may be mistaken. That is based on what people tell me who are in position to know. That is all.

The CHAIRMAN. It is stated here that we have a few hundred thousand reserves.

Commodore FORSHEW. But, Mr. Butler, if the department will rid itself of some of its theories which are beautiful and get down to things that can be done with the volunteers, you will have a reserve. The regulations that have been put forth in the Navy Department, I can only conceive that they were put forth with two fundamental errors. One is that you can deal with the volunteer practically the same as a regular and the other is that you can deal with a volunteer in peace time as in war time, and we know that isn't so.

Now, you passed an act in July, 1919, which stated that members of the Naval Reserve and Militia could be in one another's forces and when they prepared their articles of regulation governing organization and administration of the Naval Reserve force, they passed article 405, which is possibly a flaunt of the will of Congress. One of the naval officers told one of our officers in the State of New York that it was written purposely to discourage the Naval Militia. They are going a long way. I will read it to you, 405 on page 22:

No person shall be enrolled in the Naval Reserve force who is a member of the Naval Militia of the United States or any State thereof, nor shall a member of the Naval Reserve force enroll in any other military organization of the United States or of any State thereof except the Naval Militia.

Mr. KELLEY. I agree with you it is not well worded.

Commodore FORSHEW. Surely it isn't. And their attention was called to it in writing before it was printed.

The CHAIRMAN. Did you ever see anything that was written that couldn't be read several different ways?

Commodore FORSHEW. Some of it is obvious.

The CHAIRMAN. Do you wish to say anything further?

Commodore FORSHEW. I think I have said enough, sir. I thank you for your courtesy.

Mr. OLIVER. Are there any additions attached to this \$200,000 appropriation passed by the State that forbids the expenditure of that money until you are recognized as Federal forces?

Commodore FORSHEW. No, sir; I will explain the situation. When I went before the appropriations committee in Albany, in reference to our budget, they said, we don't see how you can live unless you have a Federal status as before. I told them I believed we would get it if we could live.

Mr. BRITTEN. Can't you have it if you get a ship?

Commodore FORSHEW. We can't have it.

Mr. BRITTEN. They want to use all sorts of armament aboard ship and that can't be done except they get a naval vessel and they can't get a naval vessel unless they have the cooperation of the Navy Department.

Commodore FORSHEW. How could the State government spend money on a purely Federal force? Any taxpayer could stop it any day he wanted to.

Mr. PADGETT. The Naval Militia is disconnected now from the Federal Government. It is solely a State force and they can spend all the money they want on a State force and the whole thing boils down to what I said in the beginning, and that is that this legislation is for the purpose of having the Federal Government finance the State militia. You say they can't live without it: the State won't appropriate for it!

Commodore FORSHEW. Mr. Padgett, they are financing the Federal organization, and we are just as Federal as the other, sir.

The CHAIRMAN. I want to make a public confession. I don't know what you do want. I don't know just exactly what the effect of this would be except to place the whole militia back as it used to be and then financing it.

Commodore FORSHEW. Our position would be one that has been recommended by a board of naval officers after an experience of 25 years with voluntary forces, and you are supporting a Federal organization just as Federal as anybody else can be. You own us body and breeches when you want us in an emergency.

**Statement of CAPT. HENRY J. ZIEGEMEIER, United States Navy,  
Bureau of Navigation.**

Capt. ZIEGEMEIER. The Navy Department is in favor of this appropriation but is objecting to having the Naval Militia joined up and coupled up with the Naval Reserve Force. In other words, we would be very glad indeed to give them—if such amendment is necessary—to give them arms and equipment and things of that kind. But this amendment goes a great deal further than that. It

gs in General Order No. 153. Under General Order No. 153 we are certain provisions by which if they have a certain number of officers they have so many lieutenants, if they have a certain number of men they have a certain number of lieutenant commanders. It provides that we must recognize those if they pass examination.

r. KELLEY. Whose order is that?

apt. ZIEGEMEIER. This is the Secretary of the Navy's order. At the time there was no Federal reserve.

commodore FORCHEW. Yes; there was a naval reserve.

apt. ZIEGEMEIER. It was very small.

When we were supposed to recognize those lieutenants and lieutenant commanders. We must have a lineal list of our men in the reserve forces. We must not give preference to certain people in Naval Militia. We must treat them all alike. The question of having me must accept their drills if carried out under the order of the Secretary of the Navy, let me say we have better drills than we have.

I am having great trouble in getting ships for the Naval Reserve forces. They are very expensive to keep up. The Naval Reserve New York has about 3,000 men. It costs money to get these ships. It costs money to keep a nucleus crew on board.

r. BRITTEN. How will you utilize your Naval Reserve Force of 1000 men?

apt. ZIEGEMEIER. We are going to do the best we can. We are going to get some armored cruisers. If we have got to divide those for State training as well as Federal training, where are we going to get to?

r. BRITTEN. Isn't the training voluntary?

apt. ZIEGEMEIER. Yes, sir. In the reserve force we have a number of commanders and captains and lieutenants. In the State of New York by this General Order 153 which they have, there is a number prescribed, and when they have a certain number of men they have a certain number of petty officers for that unit. They have so many ensigns; they have so many lieutenants. So it gets larger and larger, a brigade, and they finally go up to lieutenant commander or

Mr. KELLEY. If you had this law permitting them to come into the reserve, you would have more officers and have more promotions!

Capt. ZIEGEMEIER. Yes, sir.

Mr. KELLEY. Than the other States?

Mr. HICKS. You would have them the same in all States?

Capt. ZIEGEMEIER. It depends on the number of men in the service.

Mr. KELLEY. The promotion depends upon the number?

Capt. ZIEGEMEIER. Yes, sir.

Mr. KELLEY. That, of course, would vary in different States, in different militia. You couldn't keep your flow of promotions in the national reserve if this militia were flowing in from all sides!

Capt. ZIEGEMEIER. We have got to have a Federal reserve.

Mr. BRITTEN. Can't you control that line of officers?

Capt. ZIEGEMEIER. Yes, sir; we could control it, but you know there is going to be difficulty all the time coming on and they would be demanding recognition because they would say we have passed the examination as laid down by the Secretary.

Mr. BRITTEN. Wouldn't it be fair and reasonable to allow more petty officers and more ensigns and lieutenants with a large force like New York? A much greater number of men would go with the State of New York than with Oregon or Washington?

Capt. ZIEGEMEIER. Yes, sir.

That is all right, if you are going to have these people from the same State mobilized on the same ships or same place, but we are not going to mobilize that way. When we mobilize in the time of war we are going to put them where we can use them as best we can.

Mr. BRITTEN. Those officers who have the best experience.

Capt. ZIEGEMEIER. It doesn't necessarily follow that they have the best experience.

Mr. BRITTEN. They must have it if they have the appropriation and the equipment and the ships?

Capt. ZIEGEMEIER. I can't see it that way.

The CHAIRMAN. Will you proceed, I would like to have your views.

Capt. ZIEGEMEIER. Yes, sir. It restores the Naval Militia act, which is provided in the act of February 14, 1916. It is a long act. That recommendation was drawn up on recommendations of the Board of Naval Officers, but it was drawn up to provide for the Naval Reserve force which we have now.

The CHAIRMAN. That was the result of conference between the Naval Militia officers and the Regular Navy?

Capt. ZIEGEMEIER. Yes, sir.

The CHAIRMAN. We met here time after time and heard it, and we finally concluded upon that and passed it.

Capt. ZIEGEMEIER. Yes, sir.

Mr. PADGETT. And the subsequent history is that they again met and asked us to supplement it by the act of 1916, and the act of 1916 supplemented and displaced the one of 1914?

Capt. ZIEGEMEIER. As I said before, I have no objection at all, speaking for the Bureau of Navigation, to giving them all the help we can, but it is this dual status of having them tied up with us. It is putting this whole militia act of 1914 back into effect, which has several other provisions you ought to look up.

Mr. BRITTEN. Does it put that whole act back into effect?

Capt. ZIEGEMEIER. That is the way I read the amendment.

BRITTEN. Are you dead certain that this would renew that No. 153?

pt. ZIEGEMEIER. I think that is what it says.

PADGETT. Then it comes at the bottom and repeals the act of the act of 1916 repealed the act of 1914 and this repeals the act.

pt. ZIEGEMEIER. This amendment makes all money available for Naval Reserve force available for the militia.

BRITTEN. Who prepared this amendment?

pt. ZIEGEMEIER. I don't know. It was never submitted to the Bureau of Navigation.

CHAIRMAN. I intended to call the attention of the conferees to this repealing clause.

pt. ZIEGEMEIER. It makes that money available for the Naval Reserve.

OLIVER. You said there were certain matters the committee would have their attention called to.

pt. ZIEGEMEIER. This amendment 37 makes available all money for the Naval Reserve force also available for the Naval Militia; there is nowhere in that amendment where the contrary is true I can find. This act of 1916, I don't know whether it is intended that that carries an annual appropriation of \$200,000 for the Naval Militia. Are we going to carry that in addition to the Naval Reserve? This was an annual appropriation. I think that would have the effect of restoring that.

BRITTEN. That could be remedied.

pt. ZIEGEMEIER. Those are things I want to point out. A great deal of stress was laid upon the armories we were going to lose use of, the armories of the State of New York. I have been in communication with the adjutants general for all the States of the Union, in every State where they have armories. They will give them to us, the State of New York, for a nominal charge, some without any rental per year, some for paying for the heat and light, except in the States of New York and New Jersey, where they said we couldn't use their armories unless the State militia were also members of the Naval Reserve forces.

Commander Farmer, of Michigan: "I think that I have already expressed myself; but since I have heard so many arguments I am getting to be 'on the fence.'"

Commander Rowbotham, Louisiana: "I believe that the Naval Reserve is the coming thing; still, in business I have always been taught to hold on to your dirty water until you can get some clean, and for that reason I think that the proper thing is, from my point of view, to hold on to the militia while we work up the reserve proposition. When we get the reserve going in the proper manner—I don't mean to keep them both going indefinitely. I think we ought to give the Naval Militia a chance until we prove the reserve is going to be a success."

Commander Peck, Connecticut: "I don't think it is possible to maintain two organizations and two efficient organizations. Possibly the State would favor a Naval Militia if it didn't cost the State too much money; that is, if the department would furnish equipment and a certain amount of transportation, etc."

Commander Allison, Washington: "Absolutely against any State organization. If you want the general militia, you will have to show State. State has been stung once before and won't be stung again, etc. Turn question of reservists over to the Navy Department and let Navy Department be responsible for it."

H. J. ZIEGEMEIER,  
By direction.

That is about as many as they had, but I have been around in a good many places. There isn't a great many of these organizations who want to be called for strike duty. That is a question of a State affair and not Naval Reserve affair.

The CHAIRMAN. Referring to this meeting of September, how many representatives of the Naval Reserve force were there.

Capt. ZIEGEMEIER. We had representatives from every naval district in the country and as many more as there could be.

The CHAIRMAN. Were these men selected because of any particular views?

Capt. ZIEGEMEIER. No, sir; I asked the commandants of the district to nominate officers for them. Some of them were ex-militia people—a great many of them were—and naturally they were, because they had had more experience in the reserve force and higher ranking officers. I don't care to take any more of the time of the committee but these things and the question of reenrollment, we don't get the same report from the western districts as Commodore Forshew reports from New York. Our average reports are 35 to 40 per cent.

Mr. OLIVER. Evidently the attitude of the Naval Militia of the State of New York is not friendly to the Federal Reserve?

Capt. ZIEGEMEIER. I wouldn't say that.

Mr. OLIVER. It isn't friendly to the reserve as we have established it.

Capt. ZIEGEMEIER. I don't go so far as to say that. Anyway, our reserve force now is larger than we need it, and we are not so anxious about getting rid of them, except the number of men he has that he wants enrolled at the present time, and he can't enroll them in the reserve force. You gentlemen remember a law passed last year that nobody could be called up for training for any purpose till the 1st of July, except under certain conditions. We have got to get in young blood, and we will start in after July 1 to get in some, but I think the Navy Department will have to be the judge of when those enrollments should come in, and how many, and not the States. I think if legislation of that kind is to be taken, the other side of it should be heard, and some other States besides the State of New York. We have a Capt. Macklin here to-day, who is a graduate of

Naval Academy. He was in the Naval Militia. He was adjutant of the State of Maryland and afterwards in the Naval Reserve Force.

r. BRITTEN. Isn't it optional with the States whether they come with their Naval Militia?

apt. ZIEGEMEIER. Oh, yes, sir; we haven't any objection to that.

r. BRITTEN. Suppose some States desire to enact legislation along lines of amendment 37—don't you think a proviso, or two or three, maybe, could be inserted there to protect its officers as it is needed to protect the officers in the interior and in accordance with order 153 and with the act of 1914, and also take care of that \$1,000,000 annual appropriation?

apt. ZIEGEMEIER. Yes, sir; that is all right.

r. BRITTEN. I can see where this can quite consistently be taken

apt. ZIEGEMEIER. To clear up the question of the insertion of the Naval Militia in that \$500,000, the Naval Reserve has nothing to do with that.

r. KELLEY. You didn't ask for but \$250,000 originally.

apt. ZIEGEMEIER. We asked for \$500,000, and the Secretary cut it down to \$250,000.

r. KELLEY. You just asked for \$50,000 last year.

apt. ZIEGEMEIER. Well, there was a demobilization going on.

r. BRITTEN. You have no idea what it is going to cost?

apt. ZIEGEMEIER. I have an idea it is going to cost more than \$1,000,000. We had one place in Boston where the heat, water, and food cost something like \$412 a week. We think that is rather expensive, but it was during the winter months.

r. KELLEY. That is a very good argument in favor of the New York Naval Militia to provide an armory and assist the Naval Reserve force in bringing about the drills, etc.

apt. ZIEGEMEIER. Massachusetts has offered us the use of their buildings. We didn't have the authority last year to pay for rent for anything, but don't you think if we are going to have this Federal reserve force it is up to the Federal Government to pay for it? I don't think we could go to the States and ask them for help for the Federal reserve.

2 having been drawn up, and we decided then practically unanimously—I don't know of any dissenting voice at that time—that we should go into the Naval Reserve force. Then the Chief of the Bureau of Navigation brought our plans before him, and he concurred, and thought it was a good idea. I was at that time the executive officer of the big naval operating base of Hampton Roads, where there were three classes—the regulars, the N. N. V.'s, and the United States Reserve force men. It created a great deal of confusion. It didn't work well. There were petty jealousies among the officers. The N. N. V. claimed he was better than the Federal Reserve and the Federal Reserve claimed that he was better than the N. N. V. It was really very annoying. I remember at sea the question was with the officer whether he was this or whether he was that. It really resolved itself into the question of training of men. Later on we decided the reserves were as well trained as the Regular men. We asked that they be put into class 2 with the Reserve force.

Several of us met here in February, 1919, and with the Chief of the Bureau of Navigation and officers in charge of the reserve force, and officers in charge of the Naval Militia in the Naval Department. We agreed upon a recommendation. It was submitted to the Secretary of the Navy. He immediately questioned the propriety of taking this matter up with Congress during the war. It was brought out to him that it was taken up at that time because it was thought essential and necessary to better conditions and also that we would be ready for peace times. The letter was presented to the Secretary, which I think he signed and sent to the former chairman, Mr. Padgett, with a request that a meeting be called to meet with the officers. I think two days later we appeared before the Naval Affairs Committee and put up our arguments and our reasons for the change, and I think the committee saw it in our light and the act was put through and became effective July 1, 1918. The main idea at that time, as I saw it, in addition to doing away with the different branches of the service was that we were reserves of the Navy of the United States of America. I personally think without doubt the reserves should be controlled by the Navy Department.

I was commandant of the Naval Reserves of Maryland and I see no reason now why in addition to being in command of the naval force of Maryland I shouldn't operate with several thousand men instead of several hundred that I took into the service. I do not personally believe in having a militia called for strike duty. It is a detriment. It really has worked against the National Guards. Men belong to labor organizations and they don't care to join. I can see no reason why, with vessels around at various ports, in Baltimore. I can speak for that, that you can't build and increase the efficiency of the reserves better than as militiamen. I find the men in Maryland, especially the officers, are opposed to going back into the State militia. They don't care to be held down by the little rules of the States.

Later on in September, I think, 1919, we held another meeting here and thrashed this matter over very thoroughly, got an expression from most every one, and I think that at least 90 per cent of the officers favored remaining in the Naval Reserve and doing away with the Naval Militia. We appeared before the Secretary of the

and showed our position, and Commodore Forshew spoke for York and spoke of the other side, and the balance of the men in favor of the Naval Reserve, or not going back to the Naval Reserve.

This act here puts the Naval Militia back as it was before the war. When the matter was first brought up I was opposed to it, but I went to look into the matter of the reserves and look for bigger reserves and saw the necessity for a reserve for the Nation, and it seems to me as being a sound thing to do, and I look at it from that point of view. As Capt. Ziegemeier said, I am a graduate of the Naval Academy and have been giving much of my time since 1901 to land and water forces, more than to any business. And I see no reason why the Naval Reserve shouldn't be put on a sound basis. I wish to see further, rapid strides have been made in the way of the Naval Reserve since last September, when Capt. Ziegemeier was put there. Orders have been here and there, and I think the majority of the men are glad to be let alone, after two years and five months of service, and it takes us some time, especially men of my age, to get our feet together and get back into business, and I don't think we are going to lose anything by getting a sober thought.

Mr. BRITTEN. What is your business?

Capt. MACKLIN. I am at the present time in a business manufacturing department store sales books. I was a little unstrung; I had a very difficult job during the war, handling 60,000 men during the war, and I am passing along leisurely now as motion-picture superintendent for the State, to get my bearings back.

Mr. BRITTEN. You don't think the Naval Reserve force of the Navy generally would be benefited by these various State organizations contributing a considerable money, certain social elements, the yachting clubs, and so forth, joining us and coming in the jurisdiction of the Government in every sense, complying with the Naval Reserve act?

Capt. MACKLIN. Personally, I don't think much of that. I like to get down to the business end of it. I think you have got to have something to attract the men. I don't think there is any doubt about that. The men are in a very peculiar frame of mind now. I feel that in the Naval Reserve Force I can work up the same esprit

Capt. MACKLIN. I think we are dealing with reserves for the United States of America and it should be a Federal organization altogether.

Mr. HICKS. How is it going to hurt the organization?

Capt. MACKLIN. I won't say that it is going to hurt it.

Mr. HICKS. Do you think it might do some good?

Capt. MACKLIN. I don't personally feel it would.

Mr. BRITTEN. Do you think \$200,000 expended by those States would be money thrown away by those States?

Capt. MACKLIN. Oh, I don't say that.

Mr. HICKS. I thought that was what you said. If we had the Naval Militia it wouldn't be of any benefit and it might be a detriment to the service?

Capt. MACKLIN. I don't mean to say detrimental to the service your organization working, but I don't think it is sound in principle.

Mr. HICKS. Wouldn't it add a little bit to the enthusiasm of the Naval Reserve, if we had the Naval Militia, to have Federal money to help them out, and wouldn't some men come into the Naval Militia that wouldn't into the reserve?

Capt. MACKLIN. I don't think so, in Maryland; it might in New York State. I wouldn't answer as to that, you know.

WASHINGTON, D. C., May 12, 1929.

HON. THOMAS S. BUTLER,

*Chairman of House Committee on Naval Affairs, Washington, D. C.*

SIR: I ask that the following telegrams be made part of the hearing before the House Committee on Naval Affairs on Senate amendments 34 and 37 to the naval appropriation bill:

TRENTON, N. J., May 10, 1929.

Commodore R. P. FORSHEW:

New Jersey desires organize Naval Militia. Request that you place the telegram on record in favor of legislation now in the Senate relative thereto.

FRED K. GILKYSOY,

*The Adjutant General.*

STATE HOUSE,

Trenton, N. J., May 10, 1929.

Commodore R. P. FORSHEW:

Have just wired Senators Frelinghuysen and Edge, New Jersey, desir Naval Militia and urging favorable consideration on legislation in the Senate relative thereto.

FREDERICK GILKYSOY,

*The Adjutant General.*

HARTFORD, CONN.

Commodore R. P. FORSHEW:

Authority granted make letter part of record of hearing Friday, May 7.

Col:

"Cole," the signer of the third telegram, is Gen. Cole, adjutant general Connecticut, and the letter referred to is a letter Gen. Cole said he had addressed Mr. Butler favoring the legislation. Original telegrams attached.

It is also desired, if permissible, to place on record a further statement the fact that while it is believed most necessary to increase the House appropriation of \$50,000 for certain Naval Reserve purposes, amendment No. 34 and 37—as is clearly testified by the Navy Department representative say in substance, "The Naval Militia are not responsible for this request."

The Government is not called on for an additional dollar by the adoptive amendments 34 and 37. They do not "finance the Naval Militia" to extent of a dollar beyond what would be required to take care of them; Naval Reserve irrespective of this legislation; but on the contrary, the adoption of amendments 34 and 37 will enable the Navy Department to have

of State moneys and State facilities amounting to millions of dollars toward financing the reserves." A most desirable step toward economy. There is no desire nor intent by amendment No. 37 to reappropriate the \$200,000 covered in the act of 1914, and, of course, this can be easily guarded against.

The expressed fear that the distribution of arms, equipment, and ships for the raising of the Naval Militia would divert any part of these facilities from the Naval Reserve is uncalled for, as the Naval Militia will be equally part of the Naval Reserve, and the distribution is entirely at the discretion of the Secretary of the Navy. Of course, slight should not be lost of the fact that when ships do go to a State for its Naval Militia branch of the Naval Reserve, State employees can be used to cut down the skeleton crew usually furnished by the Navy. Also an economy.

The Naval Militia can be carried as a part of the Naval Reserve as easily as any of the half dozen different classes of the reserve are carried now, and should be a part of the reserve.

The question of rank seems a very disturbing question to a few naval officers (who take, I fear, a too narrow view of the subject), as is evidenced by the fact that within 32 days after the signing of the act of August 20, 1916, giving the National Naval Volunteers (Naval Militia) the same privileges of rank they had for years enjoyed, an attempt was made by Circular Letter 121, September 30, 1916, to deprive any National Naval Volunteers (Naval Militia) officers above the rank of lieutenant commander the privilege of serving his country in time of need, by enrolling in the new Federal force the Naval Militia had patriotically and voluntarily made possible. In other words, to take from us, by bureau order, a right just given us by law, and which the Secretary of the Navy, in conference with high officials of the department, said we should retain—and this is but one of a series of steps of similar character practically continuous.

The rank of Naval Militia officers was established by a board of Regular officers; it carries out the well-established naval and military policy of giving rank commensurate with the size of command; there must be a flow of promotion in a local unit, and the rank of its officers should not be determined by the situation in some other unit; we are preparing now for recruiting and training in peace. You are obliged to encourage the volunteer to get him and keep him, and to tie him up to a "professional running mate" is to discourage him, for the volunteer serves the Navy from patriotism and must not be expected to abandon his means of livelihood and give to the Navy the same number of hours as if he served it for a living. Practically the only time the rank of a volunteer can trouble the Regular is in time of war, and a properly regulated office of detail can make the chances of this substantially nil.

A few Regulars are apt to forget that the volunteer, in addition to the hazard the regular takes, hazards his living when he comes out; the regular is apt to gain promotion with its increased compensation, as instanced in the World War.

The average young man enrolling in the Naval Reserve is one who can go to sea only during his vacations—say, two weeks per year—and as the Naval Reserve Force regulations now stand such a young man enlisting at the age of 18 and giving up all his vacations for the next 48 years and performing the number of drills—say, 1,700 drill periods—required for maintenance of efficiency and then passing an examination similar to that required of an officer who makes the Navy his profession—his sole business—can, at the ripe age of 66, provided he lives and is not retired at the age of 64, as the law requires, aspire to the rank of lieutenant commander, equivalent to major in the other volunteer branch, the National Guard, where the only limit to a man's ambition is the rank of major general—and this "sea service" must be had after he receives his first commission—and who knows when that may be, with all the red tape and restrictions thrown around each increase in rate and upward steps to a commission. And these men must be the gatherers and trainers of the volunteer, unless you again enormously increase the commissioned personnel of the Regular Establishment. Of course, the rich men who can neglect their business can qualify—a privileged class. Is this right? Is it democratic? Does it show a clear conception of the volunteer?

The desire for the legislation proposed is not something sprung on the Navy Department. Amendment No. 37, which has received the approval of the Secretary of the Navy, is but a briefing of legislation submitted to the Bureau

Navigation a year ago and until the Bureau of Navigation said they had decided to separate the Naval Militia from the Naval Reserve had received

the approval of the responsible officers of two-thirds of the Naval Militia. The adverse decision of the solicitor as to the legal status of the Naval Militia and the outlaw strike situation, both previously referred to, have brought matters to a head. Also the enlistments of our men are practically all expiring within the next three months; and if we are to be saved, a quick legislative short cut must be had, hence the request in the naval appropriation bill. As a matter of fact, the majority of all our reserve legislation has been carried in naval appropriation bills.

Your favorable action is urgently needed; pray do not destroy its value by putting in a limit of one year, as suggested, and thus make it practically impossible to get the State appropriations and continuance of State facilities of such enormous value financially as well as to morale. If it does not work, as past experience shows it can if the bureau will help, not hinder, you can repeal it at any session without implying such intent in the legislation enacted and thus practically destroy as soon as you create.

The course of the Bureau of Navigation in arguing against the written request of the Secretary of the Navy, given after correspondence and conferences covering months, is unusual.

The opinion of the bureau is not shared by the Secretary, nor probably by those who have had experience with the Naval Militia; and if further testimony of naval officers is desired it is suggested that the testimony of the commandant and officers in charge of the Naval Reserve district where your petitioners are located be secured.

In behalf of the States of New York, New Jersey, and Connecticut.

Respectfully,

R. P. FORSHEW,  
Commodore United States Naval Reserve Force (inactive),  
Commanding Naval Militia, New York.  
WASHINGTON, D. C., May 13, 1920.

HON. THOMAS S. BUTLER,

Chairman of House Committee on Naval Affairs,  
Washington, D. C.

SIR: I ask that the following letter from the commanding officer of the Naval Militia of the District of Columbia and the telegram from Lieut. Commander D. M. Stewart, of the Naval Militia of California, be made part of the hearing before the House Committee on Naval Affairs, on May 7, 1920, on Senate amendments Nos. 34 and 37 to the House naval appropriation bill.

WASHINGTON, D. C., May 13, 1920.

MY DEAR COMMODORE FORSHEW: I am heartily in favor of the amendment Nos. 34 and 37 in the Senate naval appropriation bill, and in behalf of the Naval Militia of the District of Columbia, I would request you to file this letter with the chairman of the House Committee on Naval Affairs.

Very truly, yours,

R. B. BRUMMETT,  
Commander U. S. N. R. F. (inactive),  
Commanding the Naval Militia District of Columbia.

SAN DIEGO, CALIF., May 12, 1920.

Commodore R. P. FORSHEW,  
Army Navy Club, Washington:

Can use my name for hearty approval pending legislation. Interview Senator Phelan. Kettner in San Diego.

D. M. STEWART,  
Lieutenant Commander U. S. N. R. F.

Please note that since the hearing of May 7, New Jersey, Connecticut, California, and the District of Columbia have joined the State of New York in asking concurrence in Senate amendments Nos. 34 and 37, and as each State brings appropriations and facilities for the use of the Naval Reserve Force are making a constant gain toward Federal economy.

Respectfully,

R. P. FORSHEW,  
Commodore N. M. N. Y.

WASHINGTON, D. C., May 13, 1920.

AS-S. BUTLER,

on House Committee on Naval Affairs, Washington, D. C.

Through the courtesy of Senator Calder, I have been furnished by a communication from the Bureau of Navigation offering an amendment to the naval appropriation bill in place of amendment No. 37, desired by Connecticut, New Jersey, New York, California, and the District of Columbia, and approved by the Secretary of the Navy.

My belief that the new amendment, by attempting to condition the organization of a State Naval Militia upon its acceptance by a Cabinet officer, is in violation of the rights enjoyed under the Constitution of the United States only as to itself or a Sovereign State. The Naval Militia are further to be organized in accordance with regulations yet to be written, which may be as unwise as to how to handle the volunteer, as undemocratic, as impracticable, as to approved United States policies, as the present regulations governing the Naval Reserve Force, and as destructive of State prerogatives when the Naval Militia organization; they might be such as to render the Naval Militia of small value to a State and hence not encouraged. However, the amendment at least made that the Naval Militia can be handled as a part of the regular force, quite a step in progress. Contrast this amendment, this "pig" with the clear-cut statement in amendment No. 37 stating how the Naval Militia shall be organized, viz: As prescribed by General Order No. 153, 10, 1915, by the present Secretary of the Navy, upon recommendation of regular officers. No uncertainty about that, and it produced results "that have developed battalions upon which the Navy now depend for expansion of the fleet," and which "the principal battleships and cruisers in reserve were placed in full commission." (See report of the Senate and Capt. Magruder letter referred to in the hearing of May 13, 1920.) No experiment that, while the Bureau of Navigation would add another experiment to solve in addition to the one now in progress of handling the Naval Reserve Force in peace, and making something of it, not stifling it by repressive regulations.

States in the main have made their State laws conform to General Order No. 153, and are ready to go ahead without the necessity of waiting a year or more for new State legislation as the new organizations and regulations in the bureau amendment may necessitate, when in three or four months after the expiration of enlistments the Naval Militia will probably go out of existence if the amendment is so designed. The last three paragraphs of the amendment are fully covered in amendment No. 37, and practically the substance of the last three paragraphs in the bureau's amendment is to again subject the Naval Militia, an organization that, according to the report of the Regulars themselves, made good, but whose troubles began as a result of preparation for an emergency, they voluntarily and patriotically gave their lock, stock, and barrel into the hands of a few unappreciative officers, and are now, in the language of an officer at present attached to the

NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., May 8, 1920.

MY DEAR MR. BUTLER: I am inclosing a memorandum for you giving an amendment to substitute in place of amendment No. 37 in the naval appropriation bill. In this form the bureau will have no objection to its incorporation in the bill.

Sincerely, yours,

THOS. WASHINGTON.

HON. T. S. BUTLER, M. C.,  
*House of Representatives, Washington, D. C.*

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PROPOSED AMENDMENT TO NAVAL APPROPRIATION BILL.

That the organized militia as provided for by law, such part of the same as may be duly prescribed in any State, Territory, or the District of Columbia, and accepted as such by the Secretary of the Navy shall constitute a Naval Militia; that such part of the Naval Militia as is organized in accordance with such regulations as may be prescribed by the Secretary of the Navy may be enrolled in the Naval Reserve Force; that the Secretary of the Navy is authorized to organize and equip such part of the Naval Militia as is deemed advisable; that no duty performed in the Naval Militia shall be counted as active service in the Naval Reserve Force unless specifically approved by the Secretary of the Navy; that all moneys appropriated for the Naval Reserve Force are made available under the direction of the Secretary of the Navy for the Naval Militia.

(Thereupon at 1.20 p. m. the committee adjourned.)



[NO. 37.]

**NAVAL OIL RESERVES.**

[Senate Amendment No. 9.]

**A Hearing Before the—  
Managers on the Part of the House in the  
COMMITTEE OF THE CONFERENCE**

**On the Naval Appropriation Bill, H. R. 13108.**

Friday, May 21, 1920.


The conferees on the part of the House met this day at 10.30 a m., on. Thomas S. Butler (chairman) presiding.

The CHAIRMAN. I have requested the members of the conference committee on the part of the House to meet me this morning to make some inquiry of the Commissioner of the General Land Office and such others in authority as he might see fit to bring with him concerning Senate amendment No. 9 of the naval appropriation bill. Mr. Commissioner, have you examined that amendment?

Mr. TALLMAN. I just read it on the way up, Mr. Chairman. I had not seen it before.

The CHAIRMAN. The amendment reads:

*Provided*, That the Secretary of the Navy is directed to take possession of all properties within the naval petroleum reserves as are or may become subject to the control and use by the United States for naval purposes and on which there are no pending claims or applications for permits or leases under the provisions of an act of Congress approved February 25, 1920, entitled "An act to provide for the mining of coal, phosphate, oil, oil shale, gas, and sodium on the public domain," or pending applications for United States patent under any law; to conserve, develop, use, and operate the same in his discretion, directly or by contract, lease, or otherwise, and to use, store, exchange, or sell the oil and gas products thereof, and those from all royalty oil, for the benefit of the United States: *And provided further*, That the rights of



the subject of a large amount of controversy in connection with the legislation referred to—the act of February 25, 1920.

Primarily that act is designed to change the method by which the Government disposes of its oil, coal, phosphate, sodium, oil, oil shale, or gas lands from a sale of the land under preexisting placer-mining laws to a leasing system. One of the principal things to be covered in that legislation was the disposition and handling of claims that already existed under the preexisting law in changing to a new system.

The CHAIRMAN. Prior to the passage of the law?

Mr. TALLMAN. Yes; prior to the act of February 25. There was pending a large amount of litigation as the result of the withdrawal of oil lands, and much of this litigation referred to land in these Naval Reserves. These naval reserves are commonly known as Naval Reserve No. 1, or the "Elk Hills Reserve," in California; Naval Reserve No. 2, or the "Buena Vista Hills," in California; and Naval Reserve No. 3, known as the "Tea Pot Dome," in the State of Wyoming.

Naval Reserve No. 1 has a total area of 38,072 acres. In that reserve are 12,103 acres of patented lands, or there were that many acres prior to a certain suit which I will refer to later, and the balance of the area was public lands or land claimed by private individuals under the preexisting mining laws.

In Naval Reserve No. 1 there has never been very much drilling nor very large production. Only a few wells were put down. It is a deep field. The mining men can give you more details as to that. Recently deep drilling there has shown satisfactory results—in Naval Reserve No. 1.

Of the 12,103 acres of private, patented land in Naval Reserve No. 1, 10,000 acres were lands patented to the Southern Pacific Railroad for the reason that Naval Reserve No. 1, as well as Reserve No. 2, lies within the primary limits of the grant to the Southern Pacific Railroad in California, and the railroad owned, as the result of these patents, practically all the odd sections on this map which I show you marked in yellow. (Proceedings of the special joint conference of the Committees on Public Lands, 64th Cong., 2d sess., on H. R. 406.)

The Government started a suit against the Southern Pacific Railroad to cancel the patents to something over 6,000 acres out of the 10,000 acres of Southern Pacific Railroad lands within Naval Reserve No. 1, and that suit was successful, as finally disposed of by the Supreme Court of the United States a few weeks ago. So that the result of that suit is to add to the Government holdings in Naval Reserve No. 1 a little over 6,000 acres of land formerly patented to the Southern Pacific Railroad, and it makes a total in Naval Reserve No. 1 of 32,000 acres that the Government owns outright or owns subject to various claims under the mining laws not yet adjudicated and determined. Not all of that 32,000 acres, however, lies within what might be called the proven section. The Government got back as a result of the Southern Pacific suit at least three sections of land clearly within the producing zone. So that in Naval Reserve No. 1 there is quite an opportunity for development of oil on the part of the Navy.

Naval Reserve No. 2 presents a somewhat different situation. Its total area is 30,180 acres. There have been patented there within that area—mostly to the Southern Pacific Railroad—a total of 19,090 acres. There are pending claims to lands, which have been in litigation and which will probably be disposed of, compromised, and adjusted under the act of February 25, 1920, a total of 7,388 acres, and that leaves 3,706 acres that are vacant on the Land Office records, but which are probably covered by mining claims that have never been placed on record.

The lands in Naval Reserve No. 2 have been heavily drilled, and the area has been a heavy producer for some years. There are a great many wells there, and it is considered one of the richest producing sections of the California oil fields.

The Southern Pacific lands have pretty generally been drilled, and practically all the other producing lands have been drilled more or less. So that in Naval Reserve No. 2 there is by no means presented the opportunity for new development on the part of the Government that there is in Naval Reserve No. 1.

Incidentally, I should say another suit was started against the Southern Pacific to cancel the patents to a large acreage of the land in Naval Reserve No. 2. That suit was decided adversely to the Government by the United States district court, and the Attorney General did not appeal the case, coming to that conclusion after thorough consideration by all the attorneys in the case, as I understand it. The facts on which the alleged fraud of the railroad was predicated in Naval Reserve No. 2 were not so favorable to the Government as the facts in the Government case in Naval Reserve No. 1, in which we succeeded.

Naval Reserve No. 3, in Wyoming, consists of 9,481 acres, practically all of which, except 160 acres, a part of a school section, may be considered, I think, free and clear in the Government, undrilled and untested to any sufficient extent to determine finally, anything. Its oil value rests entirely on very favorable geological conditions, predicated in part on the fact that it is situated close to the Salt Creek field, which is a heavy producer, and that the same or similar formations are traced into this field, so that the Tea Pot Dome in Wyoming is considered a good prospective field.

These three fields are what the Navy has to operate on.

The CHAIRMAN. May I ask you about Naval Reserve No. 1. That, as I understand it, has not been tested at all?

Mr. TALLMAN. Oh, yes; it has been tested quite considerably.

The CHAIRMAN. Operated on?

Mr. TALLMAN. The developments there that are conclusive are quite recent; in the school sections, section 36, township 30 south, range 23 east, is being operated now by the Standard Oil Co., and I have understood it is producing considerable oil.

The CHAIRMAN. Where does the Standard Oil Co. gets its right to operate; from the Government?

Mr. TALLMAN. That was a school section which went to the State before anybody knew there was any oil there at all.

The CHAIRMAN. What effect will that have on the balance?

Mr. LEWIS. It will drain oil from under the Government land. The Government will have to drill offset wells to protect its land.

The CHAIRMAN. How will the Government protect its land against the Standard Oil Co.?

Mr. LEWIS. By drilling wells on its land. The oil flows through the sands underlying the properties; unless you drill wells to offset the other wells, the oil will be drained from the sand under the Government's properties, and sooner or later the Government will have to drill wells; otherwise its oil will be withdrawn.

The CHAIRMAN. Suppose the Navy Department starts out to drill this land around about this school section where the Standard Oil Co. now is, how will the Government reach the seaboard with its oil?

Mr. LEWIS. They will have to either build a pipe line, which probably would not be a good commercial proposition, or make some trade with a company which has a pipe line, either to trade their crude oil for fuel oil at the coast, where they want it, or to transport their oil through that line.

The CHAIRMAN. How close are they to a railroad?

Mr. LEWIS. It is but a few miles from the railroad to the Elk Hills.

Mr. TALLMAN. There are several pipe lines to the coast?

Mr. LEWIS. Yes.

The CHAIRMAN. That is owned by the Standard?

Mr. TALLMAN. Yes.

The CHAIRMAN. Is there any pipe line there not owned by the Standard?

Mr. LEWIS. Yes; there are several. There is one owned by the Associated Oil Co., one by the General Petroleum Co., and one being operated by the Union Oil Co.

The CHAIRMAN. How close to this school section are these lines?

Mr. LEWIS. I could not say how close they are now, but it will be a matter of relatively small expense to connect up. There would be no difficulty about that.

The CHAIRMAN. What is the depth of the wells on the school section? I presume that is well developed?

Mr. TALLMAN. Not completely, yet. They are just starting in with heavy development.

Mr. LEWIS. The wells are going to range from 2,000 to 4,000 feet. The present wells produce from around 2,500 feet.

The CHAIRMAN. How many wells has the Standard Oil Co. on this section?

Mr. LEWIS. I could not say. They are drilling very actively on it. They must have at least half a dozen there now. Permits have been granted for 62 wells in the Elk Hills by the California State Mining Bureau up to April this year.

The CHAIRMAN. About how many barrels?

Mr. LEWIS. A few months ago it was reported they had about 5,000 barrels a day. The Geological Survey now reports about 2,500 barrels daily from the Elk Hills.

The CHAIRMAN. Each well?

Mr. LEWIS. No.

The CHAIRMAN. The six wells?

Mr. LEWIS. Yes. They have very good wells there, and there is every reason to believe they are going to get large production from that field.

**AIRMAN.** As I understand it in Reserve No. 1, the danger to eminent property—that is, to the oil—arises by reason of the fact which the Standard Oil Co. is making of this school

**VIS.** Yes, sir; and they are also drilling on other sections.

**AIRMAN.** You mean the Standard?

**VIS.** No.

**AIRMAN.** What is the name of that company?

**VIS.** The General Petroleum is one of them.

**AIRMAN.** Have they pipe lines up to that section?

**VIS.** Not yet, because they have not obtained production.

**AIRMAN.** They can not be dispossessed there?

**VIS.** No.

**AIRMAN.** These two sections are the only two the Government own?

**AIRMAN.** That is not correct, Mr. Chairman. The Government is able to defeat the railroad company as to the lands in a tract in which we could prove fraud; I have marked here in acreage of the lands in the sections we got back; in that tract we got 464 acres [indicating]. In this section we got 471 acres; in this section we got all of it [indicating]. That is pretty good for this section. We got all of 27, all of 35, of 23, and of 25. An extremely good section.

**AIRMAN.** Please indicate what we have recovered.

**AIRMAN.** I will summarize what we have recovered. In the Pacific suit, known as the Elk Hills case, the Government recovered lands in Naval Reserve No. 1, in township 30 south, range 24 east, all of section 25 (693 acres), all of section 23, all of section 15, all of section 17, all of section 21, 471 acres in section 19, all of section 35, all of section 33, and all of section 29. This would make a total of 6,109 acres. The Southern Pacific still owns sections in township 30 south, 24 east, in the easterly part of

the intervening even sections are, for the most part, public lands or public lands on which there are claims under the act of 1906 which are to be settled and adjusted under the act of

pay the Government one-eighth royalty on all the oil he has produced, and the Government will give him an operating lease on the land. That is the general plan of settlement under section 18.

When it comes to a land in the naval reserves we have a special paragraph in section 18 which reads as follows:

All such leases—

Referring to the ones I have described—

shall be made and the amount of royalty to be paid for oil and gas produced, except oil or gas used for production purposes on the claim, or unavoidably lost, after the execution of such lease shall be fixed by the Secretary of the Interior under appropriate rules and regulations: *Provided, however,* That as to all like claims situate within any naval petroleum reserve, the producing wells thereon only shall be leased, together with an area of land sufficient for the operation thereof, upon the terms and payment of royalties for past and future production as herein provided for in the leasing of claims. No wells shall be drilled in the land subject to this provision within 650 feet of any such leased well without the consent of the lessee: *Provided, however,* That the President may, in his discretion, lease the remainder or any part of any such claim upon which such wells have been drilled, and in the event of such leasing said claimant or his successor shall have a preference right to such lease: *And provided further,* That he may permit the drilling of additional wells by the claimant or his successor within the limited area of 660 feet theretofore provided for upon such terms and conditions as he may prescribe.

The peculiar provisions of that paragraph resulted from a wide difference of opinion both in Congress and between departments. But suffice it to say as to the land outside of the naval reserves, which the Government is going to lease anyway to the public under certain terms, we may settle this litigation by granting leases on the entire area of the claim with the right to drill new wells.

As to the land in the naval reserves, the purpose was for the Government to retain as much of the land as it could for naval purposes and not make a settlement which allowed additional development or drilling except within the discretion of the Government. Therefore, if a man has a claim in a naval reserve which he desires to compromise under section 8 of the act he must come in and relinquish, pay the royalty on past production, and get a lease, not to all the land in his claim but just to the well or wells he has there, and to protect him so that other people can not drill up against him and spoil his well. The law provides that nobody else can drill within 660 feet of his wells unless he approves.

Mr. PADGETT. That is, within a radius of 660 feet?

Mr. TALLMAN. Yes; within a radius of 660 feet. That gives him sufficient protection. In Naval Reserve No. 2, how many wells are there, Mr. Lewis?

Mr. LEWIS. There must be several hundred.

The CHAIRMAN. Mr. Commissioner, they can not drill within 660 feet of a lessee or a proprietor who has his well dug, but on these two school tracts they can dig right alongside the Government reserve?

Mr. TALLMAN. Certainly.

The CHAIRMAN. They have no protection against them at all?

Mr. TALLMAN. No; except such protection as we may get from what we call offset wells.

The CHAIRMAN. We would have, then, in order to protect ourselves, to dig a series of wells all the way around?

Mr. TALLMAN. Yes; if they did.

CHAIRMAN. How close can we dig up to that line?

TALLMAN. This new leasing act lays down the general principle that no well shall be drilled nearer than 200 feet to the line, it keeps the other fellow 200 feet from the line; the theory under ordinary circumstances that gives a man fair protection nobody can drill nearer than 400 feet.

CHAIRMAN. I think you started on area No. 2, and we will be have you enlarge on that.

TALLMAN. There is not much more that I can say on area

CHAIRMAN. How many wells are there on No. 2?

LEWIS. There are several hundred.

CHAIRMAN. How will we get rid of them?

LEWIS. We can not get rid of them.

CHAIRMAN. What good will it be to the Navy to have area

LEWIS. As a future reserve it is of very little value, but as a reserve there is a great deal of oil they can get from their land they can not hold it in reserve for 10 years hence. The way they can get the oil they should get out of that land is to produce it as rapidly as the neighboring development compels

PADGETT. The other wells around there will drain it all out the Government put in wells there.

LEWIS. Yes.

CHAIRMAN. How far would you estimate a well will ordinarily drain what area of territory, considering the geological formations there?

LEWIS. That is largely a question of time. In one year's time it may affect five or six hundred feet, or possibly a thousand feet. In 10 years' time it might affect it a mile or so.

PADGETT. It depends on your strata?

LEWIS. It depends upon the nature of the strata and other conditions.

CHAIRMAN. Have you any idea what it costs to drill a well at,

200 feet?

got that it would have to pay to the lessee approximately the market price for his oil. He could not do business otherwise. That could be done, undoubtedly.

Mr. PADGETT. What is the royalty in kind, about one-eighth?

Mr. TALLMAN. This act of February 25 provides that for all past production claimants shall settle on the basis of one-eighth, and for future production they shall have a royalty to be fixed by the department of not less than  $12\frac{1}{2}$  per cent, or not less than one-eighth.

Under section 18 Secretary Payne has already fixed a schedule of royalties that is going to apply. That schedule runs correlatively from  $12\frac{1}{2}$  per cent to 25 per cent, based on the production—

The CHAIRMAN (interposing). Do you suppose it would be possible for the Government to make a lease by which the Government would take instead of a royalty a share of the oil?

Mr. TALLMAN. The act provides that the Government may take its royalty in oil.

The CHAIRMAN. Then why is not that possible? Why can not the Government do that and save that expenditure?

Mr. TALLMAN. That proposition has been considered. In the first place, on any lease whatever, under this act we can take the royalty in oil. The Navy and the Shipping Board have both been considering that proposition. The Shipping Board has made a proposition to the Secretary of the Interior to purchase at the market price all royalty oil which the Government gets in the State of Wyoming. Of course, that is not on the seaboard. Their plan is to sell that royalty oil right there to refineries in Wyoming and get in exchange its equivalent value in fuel oil at coast points, and the oil companies are in negotiation with the Shipping Board and the department to carry out that kind of a plan.

The CHAIRMAN. Of course, it would be very expensive for the Government to put in its own pipe lines to convey this oil to the refineries and then refine it; is not that right?

Mr. TALLMAN. I am not very well qualified to speak on the technical side of the question, but it is like the Government going into a private enterprise of any kind. It is beset with all the objections that may be made to the Government going into any private enterprise, and the oil business is technical and complicated.

The CHAIRMAN. Without that being involved, why can not the Government make these leases, why can not the Navy Department make leases and take its royalty out in oil and exchange the oil which it gets therefor such character of oil as the Government needs for its vessels, without involving the question you speak of or a large expenditure of money?

Mr. LEWIS. I think the Navy has this in mind: If you leased the land and then took the royalty oil it would average about one-sixth or one-fifth. There would be five-sixths or four-fifths of the oil that they could not get. I think that is why they wish to operate so that they can get all the oil. But they could provide for that by some form of contract, say, with such a strong company as the Standard Oil Co. or the Associated Oil Co., so that they would have an option to buy the equivalent of the value of the oil extracted from the property in fuel oil.

The CHAIRMAN. And exchange the oil extracted from the property for fuel oil?

MR. LEWIS. Yes.

MR. CHAIRMAN. That would not involve a large expenditure?

MR. LEWIS. Just the expense of supervision.

MR. CHAIRMAN. How would that oil be produced, by a lease?

MR. LEWIS. By a lease. They would have a lease providing a sixth, say, of one-sixth, and have a contract along with the

MR. CHAIRMAN (interposing). That would require the construction of a good many wells, if we got only a sixth, would it not?

MR. PADGETT. He is talking about the Government buying the other five-sixths at the market price.

MR. LEWIS. In other words, the Government would have the option to purchase all the oil produced from that lease.

MR. PADGETT. If they did that, how would it affect the Government? If the Government had not the option of operating and was left altogether, with an option to purchase the whole output at its royalty in kind; would it enable these lessee companies to get the market and thereby get a high price out of the Government, at a legitimate price?

MR. LEWIS. The oil from the Government lands is and probably is such a small fraction of the total amount of oil produced that I do not think the Government oil can be used to manipulate the market to any extent.

MR. PADGETT. But if the Government enlarged its production through the enlargement of these leases, what would be the effect? I want to see whether we would put ourselves in a position to be fenced in as a trap.

MR. CHAIRMAN. What we are after is to save the Treasury as much as possible. That is the reason I directed my question to Mr. Lewis. Mr. Lewis, is it not possible to frame this amendment so as to authorize the Government to make its leases on the land and take the royalty in oil and to arrange to purchase the balance of the oil at market price, and thus secure the oil not at our own figure but at the market price? Why can it not be worked out in that way?

MR. LEWIS. I think it can; but I would like to say at this time that Mr. Manning would have said had he been present, and that

Mr. PADGETT. That is, there is that much possibility in your outside boundaries. Inside of that you have how much cleared, about which there is no dispute?

Mr. TALLMAN. In naval reserve No. 1 we have a possible 25,000 acres, but I do not mean to say that all the 25,000 acres is in what we may assume to be proven areas. But the fact remains that in naval reserve No. 1, as the result of the disposition of the litigation, the Government is bound to have four or five sections of very good land in the producing zone.

Mr. PADGETT. A section is 640 acres?

Mr. LEWIS. Yes.

Mr. PADGETT. So you would have something like 3,000 or 3,500 acres?

Mr. TALLMAN. Yes; and that is very valuable, according to present prospects. No. 1 has been condemned because it is a deep field, but recent developments show that doubtless it will be a good field.

Mr. PADGETT. How deep do you have to go to have a deep field?

Mr. TALLMAN. Mr. Lewis stated it is 2,500 or 4,000 feet.

Mr. PADGETT. The deeper you go you are inclined to get a deeper basin of oil, are you not? Do not the strata run farther back into the uplift of the mountains?

Mr. LEWIS. I do not think I quite follow you.

Mr. PADGETT. I was thinking about this: Say you go down 2,500 or 4,000 feet. The strata dips way down and then comes up far off into the mountain range. If that strata carries oil in there, are you not going to get a larger supply of oil?

Mr. LEWIS. As a general rule, other things being equal, you get more oil out of an acre of land on deep territory than on shallow territory.

Mr. PADGETT. Because your strata broadens out and you have a wider range?

Mr. LEWIS. It is because there is more gas pressure and it forces the oil out of the sand more completely. The reason you get more oil out of deep land is because the gas is under higher pressure, with more energy to blow the oil out of the sand.

The CHAIRMAN. I want to inquire about area No. 3 in Wyoming, and perhaps Mr. Tallman can give us some information that will add to the very useful information he has already given us.

Mr. TALLMAN. I can give you nothing more than I have already stated, Mr. Chairman. It may be considered purely a prospective field, with good prospects—not a large field. The area I gave, of 9,400 acres, is doubtless not all productive land by any means, but that is the area that was withdrawn, and for the most part it is clear of any claims—claims which I think can be maintained against the Government.

The CHAIRMAN. Then, Mr. Commissioner, for the time being, so we can look the ground over further and know what we can do to obtain our oil and protect this deposit, if we would provide for the leasing or operation of that territory in the immediate vicinity of those two school tracts in area No. 1, we might make a pretty good beginning, might we not?

Mr. TALLMAN. Yes.

The CHAIRMAN. Do you see any real necessity for us in the next few months to provide for protection in area No. 2 or No. 3?

Mr. TALLMAN. So far as area No. 2 is concerned, if the Government gets anything for naval purposes, it must get it now. That is the present purpose proposition; it is a producing reserve. It is not a reserve in the ground that may be held there indefinitely. You come more nearly doing that in No. 1, and you can absolutely do it in No. 3. But No. 2 is being operated very heavily, and the body of lands in No. 2 are to-day producing.

The CHAIRMAN. I thought while No. 1 is not exhausted, it has been operated on for many years, and what we get we will have to be in a hurry to get, and we only take what is left over. What would be your judgment as to the quantity of oil we might obtain from No. 1, considering the amount of oil we might need for the use of the Navy for the next 15 or 25 years?

Mr. LEWIS. The Geological Survey made some estimates a few years ago, and my recollection is that they estimated something like a quarter of a billion barrels of oil under No. 1 and No. 2, which would be enough—this year the Navy is asking for something like 10,000 barrels of oil; and they expect, as I understand it, when they get the Navy on a full basis they are going to take about 100,000 barrels. That is my recollection of it. So reserves Nos. 1 and 2 are estimated to have a reserve of something like 15 or 20 years' supply. Of course, estimates of that sort are subject to possible errors; it may be more or it may not be as much.

The CHAIRMAN. Without going particularly into the detail of it, the authority is in the Navy Department to make these leases for their own protection on either area No. 1, area No. 2, or area No. 3, are not getting about the only protection we could expect to have temporarily or quickly?

Mr. LEWIS. I think so, and I think that would be the best way to work it out; but I think it would be well if the Government gave it the right, as the owner of the leased lands, to operate in case of emergency.

Mr. PADGETT. While we are dealing with it we might as well deal with the whole proposition.

Mr. TALLMAN. As to this provision, it seems broad and seems to be the discretion that ordinarily should be had. It says, "To con-

reasonable price, but on the other hand he must get a fair market price for it because of the interest of the States and the Reclamation Service in the proceeds.

Mr. PADGETT. With your wording the proposition is to limit the use of the covering in of the royalty oil to the naval reserve?

Mr. TALLMAN. Yes. In that connection section 35 of the leasing law has a proviso at the end of the section reading as follows: "*Provided*, That all moneys which may accrue to the United States under the provisions of this act from lands within the natal petroleum reserves shall be deposited in the Treasury as 'miscellaneous receipts.'" The balance of that section is devoted to providing how other proceeds shall be disposed of.

Mr. PADGETT. Your idea is to let the Navy have the use of the oil above the royalty and by the purchasing at the market price of the balance not convert it into money to go into miscellaneous receipts?

Mr. TALLMAN. That would be a result of this proposed legislation as to new wells, new operations which the Navy might carry on under this proposed legislation. But as to those wells that are there they are entirely within the jurisdiction of the Secretary of the Interior under this act. He will make the so-called relief leases under section 18, and as it stands now there is nothing in the leasing law that gives the Secretary of the Interior the authority to commandeer and dispose of the lessee's portion of the oil; all the Government can take is the royalty oil.

Mr. PADGETT. What I was thinking about was this: Under the provision of the Senate amendment is there any provision there that authorizes or directs that the royalty received by the Government from existing wells, under section 18, can be turned over to the Navy for naval use?

Mr. TALLMAN. I think this provision we have just referred to would give the Secretary of the Navy that authority.

Mr. PADGETT. You said that was as to new wells. I am asking as to the others.

Mr. TALLMAN. It would as to the new wells. But as to the old wells, I doubt very much whether the Secretary of the Interior, under the leasing act, would be justified in making a contract as to an old well under which the Government could insist on taking all the oil as well as the royalty.

Mr. PADGETT. That would have to be done voluntarily.

The CHAIRMAN. Do you suppose these leases would be taken from the Navy Department, furnishing one-sixth and one-eighth of the oil as royalty and then permitting the Government to purchase at the market price? As Mr. Lewis says, that does not involve any expense except for supervision.

Mr. LEWIS. I think it would work out that certain of the stronger companies, like the Associated, the Standard, the General Petroleum Co., and the Union Oil Co., which have pipe lines and refineries and marketing organizations, would be the ones who would take these leases, and they would exchange the production for the quantities of fuel oil from their refineries at the seaboard equivalent in value to the crude produced.

The CHAIRMAN. At the other end of the line, all based upon the market value of the oil at the well and at the seaboard?

**P. TALLMAN.** That raises a very important point; it should be understood that none of this oil as it comes out of the ground should be used under boilers by the Navy. It should be refined, and the Navy in its operations will use largely what is known as fuel oil, which is the crude after the lighter oils have been taken out. It would be a crime to use this crude oil for fuel, considering the present demand for and supply of gasoline. That question is involved if the Navy goes into the oil business. Either it must have its own refineries or will have to provide for somebody else to refine it, or go into some such contract as Mr. Lewis referred to.

**THE CHAIRMAN.** I am interested in the expenditure of money necessary to put up and operate a refinery, and I think you have been discussing plans by which that could be avoided.

**MR. LEWIS.** I may show you how that would work out. A few years ago one of the Wyoming companies made a proffer to the Mining Board to take the royalty oil in Wyoming, and for every barrels of royalty crude oil in Wyoming to deliver 95 barrels of oil in San Francisco. I worked that out. Here is crude oil worth so much in Wyoming and fuel oil is worth so much in San Francisco, and at the date when that proffer was made that was approximately the equivalent of the exchange value.

**THE CHAIRMAN.** I wonder how much that would save to the Government over the purchase in the market as individuals or corporations would purchase—what percentage?

**MR. LEWIS.** It would not save much.

**MR. PADGETT.** The whole thing would narrow down to this: That the Government would have so much land where it would have the monopoly on all the output at the wells and they would enter into a contract, say, with the Standard Oil Co., and say we will sell you all the product here, with a contract, at so much per barrel, and they would credit the Government with that. Then, at San Francisco they would sell the Government so many barrels of fuel oil at so much per barrel and balance their accounts.

**THE CHAIRMAN.** It would give us oil, and that is all.

**MR. PADGETT.** We would have the control of the supply.

**MR. LEWIS.** You would get a small saving in this way, that in

the supply at the wells. That would give an advantage of reductions.

The CHAIRMAN. I do not want, in the absence of the Secretary of the Navy or any of his assistants at this hearing, to have the appearance of making an effort to outride them in any way. I asked you to come so that we might learn from the Interior Department just the situation we were in. This is an amendment which appears in the bill and we have to pass upon it within a very few days, and it could be made in some way temporary, without committing the Government to a large expenditure of money and at the same time protect our fields so that it will assure us a good, substantial oil supply, with a prospect of perhaps reducing slightly the price of oil, because of the competition of bidding for our oil, I would be glad to help in that way. I do not know whether I would feel like authorizing the department without knowing more about it to start out on an oil-refining program which means so much expense.

Mr. TALLMAN. You are only authorizing \$500,000, and it would be reimbursed out of the oil. You would not build any refineries.

The CHAIRMAN. You would not need them under the plan suggested by Mr. Lewis on the oil-leasing proposition.

Mr. PADGETT. This is a letter addressed to the chairman of the committee from the Paymaster General of the Navy in regard to the matter. It says:

NAVY DEPARTMENT,  
BUREAU OF SUPPLIES AND ACCOUNTS,  
Washington, D. C., May 20, 1922

HON. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

MY DEAR MR. CHAIRMAN: Referring to the telephone inquiry from your committee as to the cost to the United States involved in Senate amendment No. 2 to the pending naval bill (H. R. 13108), the only direct increase in appropriation is the sum of \$20,000, which is necessary to provide civilian experts and assistants for work in connection with the reservation and development of the naval petroleum reserves.

The proviso making available the sum of \$500,000 from sums realized or to be realized from royalties on lands within the naval petroleum reserves is actually an additional appropriation of funds, inasmuch as the amount expected to be reimbursed from the regular appropriations for fuel for such oil and gas products as may be realized as the result of this development work.

Under the Senate amendment as it now stands it is contemplated that it be possible to turn in to the Treasury not later than July 1, 1922, the sum of \$500,000, or so much thereof as may be used for this development work.

The drilling of offset wells is essential to prevent oil to the value of millions of dollars being drawn from under the Government lands by private owners who may drill wells on adjacent land under the provisions of the mining act approved February 24, 1920.

Sincerely, yours,

SAMUEL MCGOWAN,  
*Paymaster General of the Navy*

Mr. TALLMAN. This is not a direct appropriation. In Naval Reserve No. 2 a number of operators will undoubtedly come in and ask for leases, and they will have to pay over the value of an eighth of the value of their past production, which will probably be better than \$500,000.

Mr. PADGETT. That goes into miscellaneous receipts.

Mr. TALLMAN. Yes.

Mr. PADGETT. Under this amendment \$500,000 would be available

Mr. TALLMAN. Yes.

The CHAIRMAN. We are very much indebted to both of you gentlemen for coming down here. I am entirely in sympathy with the Department in the matter of the preservation of the oil property.

Mr. LEWIS. The Director of the Bureau of Mines wished to make a statement, Mr. Chairman, and that is to call attention to the fact that if any operations were to be gone into the Department of the Interior has the experience and the machinery in dealing with such questions, such as the organization of the Land Office, the Geological Survey, the Bureau of Mines, and other technical branches of the service, and it was his own opinion that it would be wiser if they were called in.

The CHAIRMAN. You have all the machinery, you have all the appliances, you have all the force necessary to do this work, without employment of any additional force?

Mr. LEWIS. Not quite that, Mr. Butler. In any case, no matter who does this work, they would have to hire the proper experts. It is a very expert business, but we have the experience and the knowledge in connection with putting a thing like this into effect, and the bringing of the proper men and the expending of the money to better advantage, by reason of our experience, than would be likely under an inexperienced branch of the Government.

The CHAIRMAN. If we start under this contract system, do you suppose in a year from now we would have our usual supply of oil for naval purposes?

Mr. LEWIS. I do not know about a year from now, but I think within two years' time we would, as far as the Navy alone is concerned.

Mr. PADGETT. If we put that legislation into effect, will not these contractors anticipate the Government's action and come forward and let the Government have the oil, and the Government would not be able to do that? I think there is a large factor in that, and we will not have it to do at all, if this is the case.

Mr. TALLMAN. That would be very true, Mr. Padgett, if there was ample supply. But the trouble at present is that there is a shortage. The oil concerns have been in the habit of keeping a heavy

**1974**

[No. 88.]

**PERSONNEL.**

**Navy and Marine Corps.**

[Senate Amendments 37, 85, 87, 99, and 106.]

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**A Hearing Before the—  
Managers on the Part of the House in the  
COMMITTEE OF THE CONFERENCE  
On the Naval Appropriation Bill, H. R. 13108.**

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**Tuesday May 4, 1920.**

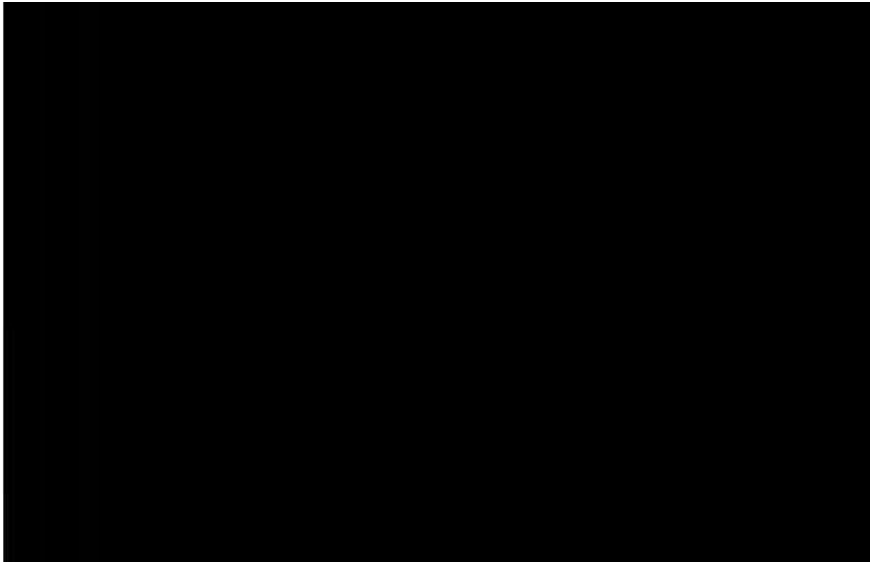
The committee met at 11 o'clock a. m., Hon. Thomas S. Butler, chairman, presiding:

Mr. CHAIRMAN. I have asked the members of the committee who, presumed, will be the managers on the part of the House at the conference on the naval appropriation bill, to meet here this morning to go over this personnel legislation that appears in the naval appropriation bill as passed by the Senate; and in order that we may understand fully what it all means, I have asked the chiefs of the bureaus to be present. This is following the precedent or example set by Mr. Padgett of calling the conferees together in this way.

Mr. BRITTEN. Is this personnel legislation incorporated in the bill the same legislation that the subcommittee on personnel had quite extensive hearings upon?

Mr. CHAIRMAN. Yes.

Mr. PADGETT. I was going to suggest that since there is only one reference to the Marine Corps, it might be well to hear that first.



The CHAIRMAN. Yes; that is true. A point of order was made against the provision. Now, do either one of you want to make any suggestion as to any amendments?

Gen. LEJEUNE. Yes, sir. The Senate amendment, as it stands there, might have the effect of legislating out of office all of the officers holding temporary commissions in the Marine Corps until such time as permanent appointments are made as prescribed in the amendment. In other words, there will be an interval of time while the records are being gone over and while the board is making its report.

Mr. BRITTEN. In the absence of legislation, these temporaries go out of the service on June 30?

Gen. LEJEUNE. Yes, sir; they might revert to their former status as warrant officers, enlisted men, or in civil life, depending upon what class they were appointed from.

The CHAIRMAN. How do you propose to obviate that?

Gen. LEJEUNE. If you will add the following paragraph in line 5 of the amendment, after the words "June 30, 1921," that situation will be covered and the officers protected:

*Provided further, That the officers now holding temporary appointments as commissioned officers in the Marine Corps may retain their temporary commissions until the permanent appointments provided for in the foregoing section shall have been made.*

The CHAIRMAN. Is that the only amendment you have?

Gen. LEJEUNE. There is another suggestion here.

Mr. PADGETT. What is the second amendment?

Gen. LEJEUNE. As to the second one, there is a certain number of old-time marines who are holding temporary commissions in the Marine Corps and who probably will not be found qualified for permanent commissions, but they are qualified in practically all instances for warrant officers. However, there are no vacancies in the grade of warrant officers, so that in case they are not in permanent commissions, they will become enlisted men again, after serving faithfully as commissioned officers during the war. To cover that situation, I have drawn up this proviso:

*Provided further, That officers now holding temporary commissions in the Marine Corps and who have had more than 10 years' service therein, if not found qualified for permanent commissions, and who are recommended by the board herein provided for, may be appointed warrant officers in the Marine Corps, and the authorized number of warrant officers is hereby increased by 50 to provide for the appointment of the aforesaid officers.*

Mr. BRITTEN. You might not need 50.

Gen. LEJEUNE. I had the word "sufficiently" in there, but Mr. Padgett suggested that I have some definite figure.

Mr. BRITTEN. I think you should have it not to exceed a certain number. I would not state specifically 50. You might get only 30, and then you could increase the number of warrant officers to the extent of the difference out of the ranks. That is not your desire, is it?

Gen. LEJEUNE. There is a number of temporary warrant officers who should be looked out for, too.

Gen. LONG. The recommendation with regard to the increase of the Marine Corps is from 17,400 to 27,400, and that would give 50 extra officers. That is provided in the personnel bill.

Gen. LEJEUNE. That is the reason for using the figure "50." It was to carry out Mr. Padgett's suggestion.

Mr. BRITTEN. I think the proviso ought to be clear in its desire to care of a certain class of men in the service, and not to be subject to in some other direction. In other words, as it is drawn now, could take 30 out of your present temporary commissioned men, then get the balance right out of the ranks in the usual way, and probably do not want that.

Mr. LEJEUNE. We would like to have it read "not to exceed 50."

Mr. BRITTEN. Then, it should be specifically confined to these cases. This only provides for these specific cases, and that is your

Mr. LEJEUNE. Yes, sir.

Mr. PADGETT. You provide for 10 years' service there, and you said that you thought 50 would cover the number that you needed. You made it 15 years, would you not be able to take care of those?

Mr. LEJEUNE. It might bar out some men. I have not looked it up, but I think most of them have been in more than 15 years. There might be one or two to be looked out for.

The CHAIRMAN. If this amendment is made, those men who fail to pass the examination prescribed, upon the recommendation of the board, may be made warrant officers?

Mr. LEJEUNE. Yes, sir.

Mr. PADGETT. Will you need this many additional warrant officers?

Mr. LEJEUNE. Yes, sir. Our present number of warrant officers is based on a strength of 17,400, and the number has been increased to 27,400.

Mr. PADGETT. Does not this provision increasing the strength of Marine Corps to 27,400 carry automatically that increase in the number of officers?

Mr. LEJEUNE. No, sir; our warrant officers are not fixed on any percentage at all.

Mr. PADGETT. You want to carry the number of warrant officers with that increase?

Mr. LEJEUNE. Yes, sir.

Mr. BRITTEN. Does this entire Senate amendment meet with your approval?

shall recommend these officers for promotion or to be continued in commissions, and they should fail to qualify by reason of having been a long time in the service or by reason of having been a long time from school, they may be appointed as warrant officers?

Gen. LEJEUNE. Yes, sir.

The CHAIRMAN. Will that satisfy them quite well?

Gen. LEJEUNE. Yes, sir; a great many of them prefer to be warrant officers.

Gen. LONG. I call your attention to section 6, page 65, of the Senate amendment. We wrote a letter to the chairman of the committee asking that the words "in the Marine Corps" be inserted in line 8, after the word "Navy," in order that the Marine Corps should have the same benefits that the Navy does regarding the bonus of \$60.

The CHAIRMAN. That is in section 6?

Gen. LONG. Section 6, line 8, after the word "Navy."

Mr. PADGETT. This would give them the same advantage that the Navy has in reference to the bonus.

Mr. KELLEY. They had to stay a little while before they could get it.

Mr. PADGETT. Let me ask you about that. I call your attention to these words, "since the 11th day of November, 1918, has been or hereafter shall be discharged," etc. Will that word "hereafter" operate as an inducement to make them go out and then come back again just to get the \$60 bonus in addition to the four months' pay?

Gen. LONG. No, sir.

Mr. PADGETT. Suppose a man is either in the Navy or the Marine Corps, I care not which, if he goes out and then comes back again he will get the \$60 bonus and also the four months' bonus. They get a four months' bonus.

Gen. LONG. It is three months with us and four months in the Navy.

Mr. PADGETT. Will not that word "thereafter" be an invitation to them to go out in order to get the \$60 bonus?

Gen. LONG. Under the decision of the comptroller it is held that such enrolled men were not entitled to the bonus, as provided for by the act of February 24, 1919, until the expiration of their extended enlistments.

Mr. PADGETT. I was asking the question in reference to the Navy and Marine Corps both, and I wanted to understand it. The provision reads:

That in case any enlisted man or enrolled man who, since the 11th day of November, 1918, has been or hereafter shall be discharged from any branch or class of the Naval Service for the purpose of reenlisting in the Navy, or heretofore has extended or hereafter shall extend his enlistment therein, shall be entitled to the payment of \$60 bonus, etc.

I understood Admiral Washington to say, when we had that matter up here, and I asked him the question, that they would get it, and that it was an inducement to get them either to come back into the Navy or to extend their enlistments. In other words, that it was an additional inducement. Do you understand that to be the same thing?

Gen. LONG. Yes, sir; there are certain men that we would get if they got that bonus. If they get the bonus they will come back.

Mr. PADGETT. That \$60 bonus for getting a man back in the service would not amount to much more than the cost of recruiting and enlisting a new man?

Sen. LONG. It probably would not be as much.

Mr. PADGETT. So that this bonus gets back into the service a discharged man, whereas you might have to spend more than that in order to get in a new recruit out in the field somewhere who would be worth as much to you?

Sen. LONG. It would take three months or more to train a new man.

Mr. KELLEY. My understanding was that if they came back they would not get the bonus at all—that is, if their service expires and they immediately reenlist, they do not get the bonus, so that it would be an inducement to them to stay out. Now, was not the purpose of this proviso about the bonus fixed so that if a man reenlisted he would get it?

Admiral WASHINGTON. Yes, sir. It was held that when a man was discharged and reenlisted the next day, it was a continuing service, and, therefore, he could not get the bonus.

Mr. KELLEY. So it was an inducement for him to stay out entirely.

Mr. PADGETT. I think there are cases where they ran even beyond the next day for reenlistments.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. My recollection is if they went out of the service and then came back into the service, they were not entitled to the bonus.

Admiral McGOWAN. In the particular case that the Admiral has in mind, it was one day; but I think they would follow the same rule during the reenlistment period, because they would go behind group enlistments of three months, four months, etc. If he reenlisted during that period, they would apply that same decision to him—that is, that his services are continuing.

Mr. PADGETT. So that this \$60 is an additional inducement for faithful and valuable men to come in instead of staying out.

Sen. LONG. Yes, sir.

The CHAIRMAN. Let me see if I understand that. There is nothing in this proposed amendment here nor in the amendment you

Gen. LONG. On page 65, line 24, regarding enlistments, after the word "Navy" there should be added the words "Marine Corps."

Mr. KELLEY. Does the Army allow that also?

Gen. LONG. They have one-year, two-year, and three-year enlistments.

**Statements of REAR ADMIRAL THOMAS WASHINGTON**, Chief Bureau of Navigation, accompanied by **CAPT. H. J. ZIEGEMEIER** and **COMMANDER J. S. McCAIN**; **REAR ADMIRAL DAVID W. TAYLOR**, Chief Bureau Construction and Repair, accompanied by **CAPT. J. D. BEURET**; **REAR ADMIRAL CHARLES W. PARKS**, Chief Bureau of Yards and Docks; **REAR ADMIRAL SAMUEL McGOWAN**, Chief Bureau of Supplies and Accounts, and **REAR ADMIRAL WILLIAM C. BRAISTED**, Chief Bureau of Medicine and Surgery, accompanied by **COMMANDER R. A. WARNER**.

The **CHAIRMAN**. Admiral Washington, are there any amendments to which you would like to direct our attention?

Admiral **WASHINGTON**. The first one that we are concerned with is the one with reference to the Naval Militia.

The **CHAIRMAN**. What is the number of the amendment?

Admiral **WASHINGTON**. That is on page 16, beginning with line 2.

Mr. **PADGETT**. If I understand that, the effect of it is to try in an indirect way to repeal the act that we passed two years ago incorporating the militia into the Naval Reserve as class 2.

Admiral **WASHINGTON**. Yes, sir.

Mr. **PADGETT**. We at one time federalized the Naval Militia, and then after that organized the Naval Reserve and got a big reserve operating as one body and incorporated the Naval Militia into the reserves bodily.

Capt. **ZIEGEMEIER**. During the war.

Admiral **WASHINGTON**. Yes.

Mr. **PADGETT**. This is in effect an effort to repeal that?

Admiral **WASHINGTON**. Yes, sir; to put it back in that same condition in time of peace that we did not find efficient in time of war.

The **CHAIRMAN**. You are opposed to this?

Admiral **WASHINGTON**. Yes, sir; it has several serious objections.

Mr. **KELLEY**. They propose to make provision for a straight Naval Militia?

Admiral **WASHINGTON**. Yes, sir.

Mr. **KELLEY**. Provided said militia will enroll in the Federal reserves?

Admiral **WASHINGTON**. Yes, sir.

Mr. **KELLEY**. Why could not that be done all right?

Admiral **WASHINGTON**. As an instance, take the recent Boston police strike, which will serve as a practical example as to the working of this provision if passed. We will say that the governor of Massachusetts calls on the Federal Government for assistance through the use of the Naval Reserves, and we will say that the President declined to give it. Now, if the same men are enrolled in both services, militia and Federal, the governor could call out as the militia the identical men that the President had declined to allow the State authorities to use, and while serving under the orders of the governor they would not be subject to the orders of the Navy Department.

2. KELLEY. How does that differ from the dual status of the National Guard?

3. ZIEGEMEIER. They do not have to be members of the Reserve of the Army in order to be members of the National Guard. I do not object to the States having a Naval Militia, but it is the object of having these men go into the Reserve Force that we object to.

4. KELLEY. Is not the National Guard subject to the call of the President?

5. ZIEGEMEIER. Yes, sir.

6. KELLEY. Would there not be the same opportunity for a clash of authority as between the governor of a State and the President in reference to the National Guard?

7. ZIEGEMEIER. That system is not satisfactory to the Army, the National Guard system is not.

8. PADGETT. There is another objection in there, and that is that it would pass on the qualifications of the officers.

9. SENATOR WASHINGTON. Of both officers and men. Under this amendment, the State could commission an officer as captain, for instance, or in any other rank in the Naval Militia, and we would be required then to receive and enroll him without any further examination as a captain in the Naval Reserves.

10. ZIEGEMEIER. It provides that this examination must be conducted in accordance with the regulations of the Navy laid down for the Reserve Force, but we might not have a vacancy, for instance, of the grade of lieutenant, but we would be supposed to take them in.

11. CHAIRMAN. How could you take him in if you have no vacancy in the Reserve Force?

12. ZIEGEMEIER. There is no fixed rule as to the number, as in regular service, but we want to hold it down by administration to a certain number.

13. CHAIRMAN. Under this amendment, you might be compelled to accept an officer under an appointment made by the governor of a State?

14. ZIEGEMEIER. If they pass the examination in accordance with the rules laid down by the Navy Department.

15. PADGETT. You lay down the rules, but the other people will

Mr. KELLEY (reading):

And such Naval Militia as organized and prescribed by the Secretary of the Navy in General Order No. 153, dated July 10, 1915, by authority of the act of Congress which became a law February 16, 1914—

Mr. PADGETT (interposing). A year and five months after the passage of the Naval Militia act. In 1915 they made a general order, and then later we repealed the act and put them in the reserves. This is an attempt to revive that act by inference, without taking it up in detail.

The CHAIRMAN. This provides that—

The Secretary of the Navy is authorized to maintain and provide for said Naval Militia as provided in said act of February 16, 1914.

How is that in conflict with the present law?

Admiral WASHINGTON. That act was repealed during the war, and this provision is restoring it by inference.

The CHAIRMAN. It further reads:

*And provided further,* That the members of said Naval Militia to secure the benefits of this act must enroll in the Naval Reserve Force and shall have all the benefits, gratuities, privileges, and emoluments as provided by law for the members of said Naval Reserve Force.

There is a mandatory provision there that they shall enroll.

Admiral WASHINGTON. Yes, sir.

Capt. ZIEGEMEIER. We might not call them at the present time, but the State of New York, when it calls new men in the Naval Militia, wants us to take them in the reserve force.

The CHAIRMAN. There is no discretion in the Government, but if they are enrolled you must accept them?

Admiral WASHINGTON. Yes, sir. The State of New York recently made application to be furnished with naval outfits and uniforms for their militia. We are by law prohibited from calling any of them to active duty for any purpose whatsoever prior to June 30, 1920, but they wanted us to outfit their Naval Militia. We could not do it, as the comptroller had previously ruled that uniforms and outfits could not be furnished until men reported for duty.

Mr. KELLEY. Who would be the proper Naval Militia officer in New York from whom we could secure further information?

Admiral WASHINGTON. Commodore Forshaw.

The CHAIRMAN. This provision further reads:

And all duty performed in the Naval Militia shall, with the approval of the Secretary of the Navy, be counted as active service for maintenance of efficiency as provided by law for members of the Naval Reserve Force.

Admiral WASHINGTON. This will be the source of constant bickering and discontent. I feel convinced that great pressure would be brought to bear to accept whatever they approved as satisfactory drills in order to obtain the retainer pay.

The CHAIRMAN. Do you know whether the Secretary of the Navy has been consulted in regard to this?

Admiral WASHINGTON. I spoke to the Secretary about it yesterday, and he told me that he probably wrote a letter, a record of which can not be found, approving it. A copy of the letter is not on file in the Navy Department, and I infer that the letter was handed to him by someone to be signed, and was then taken down to the Senate committee. He has a recollection that he approved something like this.

Admiral WASHINGTON. The provision reads, "all moneys appropriated for the Naval Reserve Force shall be, and hereby are, made available for the Naval Militia."

Mr. KELLEY. If they were members of the Naval Reserve, you would not mind that?

Mr. PADGETT. Why give them money?

Mr. KELLEY. Why do you not want it?

Admiral WASHINGTON. We do not want it because we do not think that the Federal Government should be in joint partnership with the States in this matter. We do not think that the States should have authority for passing upon and determining the qualifications of officers and men, or that they should say that the drills that are satisfactory to them shall be satisfactory to us, because they might have entirely different type of drills from ours. Unquestionably the Naval Militia of no State will have the facilities for carrying on the open-sea training that we have in the Navy.

Mr. KELLEY. If they were really members of the Naval Reserve, would you not regulate their movements entirely?

Admiral WASHINGTON. We would to a considerable extent.

Capt. ZIEGEMEIER. New York State is the one, and they are trying to put that over because it really means that there would be a New York navy, or that they would become the corps de elite in the reserve force. Then there are certain emoluments.

Mr. KELLEY. They want to get the pay?

Capt. ZIEGEMEIER. Yes, sir; the men get certain pay from the State, and then a retainer pay from the Navy, too.

Admiral WASHINGTON. It would mean a constant bickering in the handling of the appropriation if they were to have an equal vote or right in its expenditures.

The CHAIRMAN. This begins with the language, "Provided, further, that of the organized militia," etc. That means the land militia?

Admiral WASHINGTON. Yes, sir.

The CHAIRMAN. The provision reads:

That of the Organized Militia as provided by law, such part of the same as may be prescribed in any State, Territory, or the District of Columbia, shall constitute

The CHAIRMAN. I want to know how this conflicts with the law as now written.

Mr. PADGETT. I will explain the history of that: We passed a law on this subject because there was a great deal of dissatisfaction in the Navy caused by the fact that retired officers through political influence were getting all of the desirable shore billets, so that when men came back from sea, at the expiration of their sea service, there were no places in which to put them. All the desirable places were occupied by the retired officers. Then Congress passed an act providing that the pay should be limited to the amount of their retired pay if it was above the pay of a lieutenant commander.

A lieutenant commander would get his pay, while those below that grade would get pay up to the pay of a lieutenant commander, but not above the pay of a lieutenant commander.

Mr. KELLEY. If they go on active duty they get the pay of a lieutenant commander, or they get the full pay and allowances of a lieutenant commander?

Mr. PADGETT. Yes.

Mr. KELLEY. If they are above the grade of lieutenant commander they get the pay and allowances of a lieutenant commander?

Mr. PADGETT. If it is above their retired pay they do. If it is not above their retired pay they get their retired pay. The active pay of a lieutenant commander and his allowances would be more, for instance, than the retired pay of a commander, because when you take the full pay and allowances of a lieutenant commander it will run a little above three-fourths of a commander's pay, and, therefore, he would get the pay and allowances of a lieutenant commander. An admiral, however, on active duty, would take his retired pay, because that would be more than the pay and allowances of a lieutenant commander. We passed that act after very full discussion and consideration. That was done when Mr. Loudenslager was on the committee. The matter was up before the committee time and again until we enacted this legislation, and this provision proposes to repeal it.

The CHAIRMAN. I understood you to say that you have talked with the Secretary of the Navy about this matter, and that he objects to it?

Admiral WASHINGTON. Yes, sir; he directed me to say to the committee that he objected to these three amendments.

The CHAIRMAN. To Nos. 86, 87, and 88?

Admiral WASHINGTON. Yes, sir.

The CHAIRMAN. Amendment No. 87 creates a grade.

Admiral WASHINGTON. It has no bearing whatever on the Navy. It is legislation that is entirely foreign to the Navy, and the Secretary objects to the precedent that would be established by putting it in.

Mr. PADGETT. This is a matter we discussed in connection with the pay bill. We had the matter up in connection with the pay bill, and this is simply an effort to reach some solution of it. The question was not in conference on the pay bill. The condition over there is that two subordinates in the Coast and Geodetic Survey, under the amendments that were contemplated in the pay bill, will get more pay than the superintendent, who is the chief of the bureau, and, as it could not be remedied in that bill, it is incorporated here. There is some merit in it, although it may be a little bit foreign.

The CHAIRMAN. But he does not know exactly what he did approve.

Admiral WASHINGTON. No, sir. I asked him about it and he said that he signed it during a time when I was absent from the department, and that that was probably the reason why I was not consulted about it. There is no copy of the letter on file, and I infer that the letter was handed to him to be signed and was then taken down to the Senate. The Secretary does not approve this in its mandatory provisions.

Mr. KELLEY. You had a meeting with the Naval Reserves' representatives, or the representatives of the Naval Militia, some time last winter?

Admiral WASHINGTON. Yes, sir.

Mr. KELLEY. And all but one agreed with you?

Admiral WASHINGTON. Not only all but one, but they so stated in the presence of the Secretary. I remember that some of them made speeches, and they stated in reference to this matter of dual control of the militia that they were opposed and I am sure the New York member then present was alone in his advocacy of this.

Capt. ZIEGEMEIER. New York has made the stipulation that we will not get her armories unless this provision is made for the Naval Militia. The other States have come across and have said that they will be glad to give their armories to us.

The CHAIRMAN. Suppose you turn to the next amendment.

Admiral WASHINGTON. The next is at the bottom of page 35. I do not know whether the committee intends to call the Secretary of the Navy on this proposition, but yesterday, in discussing this with me, he directed me to call the attention of the committee to amendment No. 86, which appears on page 35. Amendment No. 86 is all right, and that meets with his approval. He says he is opposed to amendment No. 86, and to amendments Nos. 87 and 88.

The CHAIRMAN. This amendment provides:

Hereafter any officer or enlisted man on the retired list may, on his own application, in the discretion of the Secretary of the Navy, be ordered to active duty, and while employed on active duty shall receive the full pay and allowances of his rank and rating.

Where does that change the discretion of the Secretary? That

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Mr. KELLEY. The superintendent gets \$6,000, and a captain in Navy gets more than that.

Mr. PADGETT. He gets \$5,600 and allowances. Under the pay if it goes through as it was contemplated, he would get \$600 temporary pay, so that the two captains under the superintendent would get more pay than the superintendent or the chief of the office. That is the situation. The provision was incorporated here in order to remedy a situation that arose and that could not be taken care of in the pay bill.

Mr. BRITTEN. Furthermore, the captains might go along in the service of the Coast and Geodetic Survey for a number of years and then become eligible to the superintendency of that service, upon going out of the superintendency, but the captain might say, "I do not want to be superintendent of the service, because if I take that position it will mean a reduction in salary by about \$600." A captain who has been in the service for many years might not want to take the place of superintendent. What is your objection to it, Admiral?

Admiral WASHINGTON. I do not personally object to it. The Secretary's objection to it was that it was foreign legislation in the naval appropriation bill, and he did not want such a precedent established.

Mr. PADGETT. Amendment No. 88 provides:

That the provision of this section shall apply to the officers and enlisted men of the Coast Guard, and the Secretary of the Treasury will cause payment to be made accordingly.

Mr. CHAIRMAN. The clerk of the committee states that that is due to a clerical error and that this provision should appear at the end of Amendment No. 85.

Mr. CHAIRMAN. Where is the next amendment?

Admiral WASHINGTON. On page 61.

Mr. CHAIRMAN. That is section 2.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. I will call attention to the change in the language

a. The personnel bill provided "that 500 reserve officers are authorized," etc. As it was written in the reserve bill it had the appearance to me that they might be counted in as numbers in permanent grade above 5,499, and would increase the numbers in

line 24, page 61, is that on July 1, which is the date the next annual computation becomes effective, the Medical Corps will lose, it is estimated, both of the temporary rear admirals, leaving none in that rank; 12 of the temporary captains, leaving 2 in that rank; 32 of the temporary commanders, leaving 7 in that rank. In other words, legislation aimed to continue officers who have been selected to fill temporary vacancies continues a total of but 9 of such officers. The effect of this legislation will be disastrous to us, but with the clause which Admiral Washington has recommended, the condition is corrected, and I trust that you will be able to put it in.

Mr. PADGETT. Does it affect your corps, Admiral Taylor?

Admiral TAYLOR. We will lose two officers, one captain and one commander.

Mr. PADGETT. Does it affect the Pay Corps?

Admiral MCGOWAN. The Supply Corps is very slightly affected by it, but the Supply Corps is vitally interested in it for the reasons stated by Admiral Washington. It is a terrific situation to reduce a single officer, whether in the line, Medical Corps, or any other corps, because, God knows, they get little enough. It would have a most demoralizing effect upon the line and Medical Corps. We have very little selfish interest in it, but we are tremendously interested in it as a matter of principle on account of our brother officers.

Mr. BRITTEN. This proviso will take care of the matter?

Admiral MCGOWAN. That would take care of everybody.

The CHAIRMAN. The effect of this proviso will be to provide additional officers in these various corps?

Admiral WASHINGTON. No, sir; it will retain them.

The CHAIRMAN. Permanently?

Admiral WASHINGTON. No, sir; only for such time as the temporary officers are continued.

The CHAIRMAN. It is not the purpose of this proviso to reduce anybody in grade?

Admiral WASHINGTON. We hope they will not be.

The CHAIRMAN. Therefore the purpose is to continue those officers in temporary grades until they can be made regular.

Admiral BRAISTED. Until they can normally become regulars.

The CHAIRMAN. What effect will that have?

Admiral MCGOWAN. The situation will relieve itself automatically. This saves those men from a punishment that they do not deserve.

Mr. KELLEY. What would happen to the temporary doctors if they lost their ranks?

Admiral BRAISTED. They would all be demoted.

Mr. KELLEY. Would they stay?

Admiral BRAISTED. In the junior grades they probably would not stay, but in the other grades I am afraid they would have to stay.

Mr. KELLEY. Admiral Niblack has suggested an amendment here in line 20, page 61. Did you notice that Admiral Washington? It reads:

Including three on shore duty in Office of Naval Intelligence who may be retained on active shore duty beyond the age of disenrollment.

What is that for? Shouldn't these come through some legitimate channel without coming direct through some officer of the Navy?

Admiral WASHINGTON. I wish it was so, and they ought to

Mr. KELLEY. Isn't there some regulation about that?

Admiral WASHINGTON. There are 43 medical officers that would be topped one grade.

Mr. KELLEY. How many temporary officers are there now?

Admiral WASHINGTON. Just short of 5,300.

Mr. KELLEY. The change suggested by Mr. Padgett reduces it by the difference between 5,300 and 5,499?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. I was under the impression that you had 5,499?

Commander McCAIN. No, sir; there are 5,200 now, and there will be the Naval Academy class that is coming. With the number of designations which must be expected by July 1 we estimate that there will be 5,300 officers, including both temporary and permanent officers, in the line.

Mr. PADGETT. That would take off two admirals?

Admiral WASHINGTON. We lose no admirals in the line.

Commander McCAIN. We have 5,300 of combined temporary and permanent officers in the line.

Admiral WASHINGTON. The death of Admiral Britten reduced us to that number.

Commander McCAIN. We would lose seven commanders and five captains, but they would be taken care of as vacancies occurred during the coming year. They would be demoted, but promoted again in one case within a month. The situation is different in the Medical Corps.

Mr. PADGETT. The line situation is not serious?

Commander McCAIN. No, sir; except momentarily. They would be 63 lieutenant commanders in the line, who would go back to lieutenants.

Admiral WASHINGTON. The line would pick up to its quota more quickly than any other corps.

Mr. BRITTEN. You would lose those 63 lieutenant commanders without this proviso?

Commander McCAIN. Yes, sir; they would go back to lieutenants.

Mr. BRITTEN. But with the proviso—

Commander McCAIN (interposing). Nobody would lose.

Mr. KELLEY. With the proviso, this would have the same effect as the language you submitted?

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Admiral WASHINGTON. There is, but it is not enforced. The intentions are quite plain that all legislation and attempts to force legislation shall come through the Secretary and be done by the Secretary's authority.

Mr. BRITTEN. Will you read that again, please sir?

Admiral WASHINGTON. After the words "services be retained" the words "including three on shore duty in Office of Naval Intelligence may be retained on active shore duty beyond the age of disengagement." I should recommend that it be disregarded. It is not necessary to the service.

Mr. BRITTEN. While we are talking about ages may I call attention, Chairman, to the very last section of the bill, section 10, that the limit for promotions by selection which under existing law become effective June 30, 1920, are hereby deferred till June, 1921?

Mr. KELLEY. Section 3 is the next, if we are through with section 2.

Admiral WASHINGTON. Section 2 covers—there is possibly some doubt that this may interfere with the training of reserves, may restrict them in some way and if we add a provision there—page 62, line 12—"provided that the foregoing does not restrict the number and employment of reserves for training." You see we are limited there to a total of 20,000 and it may be that we would want to train others several times, and in such cases might exceed that number if we kept 20,000 for all purposes.

Capt. ZIEGEMEIER. Not that alone but it provides that the total number of active and reserve officers on duty shall not exceed the authorized number, etc., in reserve service.

Mr. PADGETT. You gentlemen would put down here that this shall limit the number of men and officers for training?

The CHAIRMAN. Let me understand the necessity for that proviso.

Mr. KELLEY. You never suggested that before.

Capt. ZIEGEMEIER. I don't know that I ever did. There isn't much doubt in my mind on that. They are constantly bringing up new points, and it is well enough to prevent them if we can. I think it all right as it stands and will go through, but there are a lot of people that don't think so.

Admiral WASHINGTON. The comptroller very frequently rules

Admiral WASHINGTON. Line 11, insert the words, "for Naval Reserve Flying Corps." To make it clear and operative it should be "class five, Naval Reserve Flying Corps." It is a typographical omission there.

Mr. BRITTEN. You want to say "five hundred may be appointed from class five of the Naval Reserve Flying Corps"?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. How did you have it?

Admiral WASHINGTON. I have it here "class five, Naval Reserve Flying Corps."

Mr. KELLEY. They abandoned the language which Admiral Washington inserted here:

That officers so appointed shall take rank in accordance with relative precedence while holding temporary rank, and members of the Naval Reserve Corps when so appointed shall take rank in accordance with their present relative precedence.

That is the way you had it. How did this get over to the Senate this way?

Admiral WASHINGTON. That is all I know. What you sent to the committee.

Mr. PADGETT. Admiral, this provides here, and we had a hearing on it, and it was like they had in the first hearing, but I have been thinking over it some since, "provided that officers so appointed shall take rank in accordance with their precedence while holding temporary rank," and then it provides the same in substance for the reserves and temporaries going in?

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Now, this condition presents itself. Here is a man that holds a temporary rank in the Navy, and he is senior to a man who holds a permanent rank. Now, this temporary officer is to get a permanent rank. His temporary one is to be made permanent. If it is made permanent as of the date that it is made temporary he will be senior to the man whose permanent commission is dated ahead of his permanent commission. The temporary man gets a permanent commission subsequent to the man who had a permanent commission after the man who had a temporary commission.

Mr. BUTLER. Illustrate that, if you can, by names.

Mr. PADGETT. Well, take Brown and Jones. On the 1st day of January, Brown got a temporary commission as admiral and he still holds that temporarily, as of January 1st. Now then, on July 1, Jones got a permanent commission as admiral. Now, we come, by this legislation, and we make Brown's temporary commission permanent as of January 1st, so it will be ahead of Brown's—he will be senior to Brown but Brown's commission was dated a year or two years ahead of Jones's permanent commission—Jones's permanent commission is dated a year or two years ahead of Brown's permanent commission. Under this provision here it seems to me the justice of it would be and I will explain my position, I have fought all along the legislation while it was existing that would put the temporary fellow above the permanent man while they were serving, but it don't seem to me that it would be well to date the temporary man's permanent commission ahead of when it was actually made permanent. While they were serving you will remember that I have taken a hard and fast position that we would by legislation transfer them above the temporary man. In other words we would see that

man whose permanent commission was dated in July should be prior to the man who had a temporary commission that was dated January preceding. But now this is proposed to date back the date of a man who gets a subsequent permanent commission to the date that he got his temporary commission; and the same thing—I am opposed to jumping the temporary man by the permanent man. I am opposed to jumping the permanent man by the temporary man.

Mr. CHAIRMAN. How can you arrange it so they will go hand-in-hand?

Mr. PADGETT. It seems to me in the permanent Navy the permanent commissions ought to take precedence according to their dates. Admiral WASHINGTON. They do, but this bill, if you will look at page 63, line 12, that makes it specific.

Mr. BUTLER (reading):

That no transfers or appointments made in accordance with the foregoing provisions of this act shall be to a higher grade or rank than lieutenant in the Navy.

Admiral WASHINGTON. That bars out all the admirals, captains, commanders, and lieutenant commanders. The other grades all line up uniformly and lineally. This line specifically fixes that the line shall not affect them above the grade of lieutenant. There have been a lot of imaginary flaws picked out by interested people. They pick out a certain part of the bill and disregard all that follows and recede it, and try to assume they are affected by the part they are looking at only.

Mr. PADGETT. Take, for instance, the lieutenant commanders and lieutenants, the same thing applies.

Commander McCAIN. Everybody has a fixed place. This applies to the line. Every man in the line has a lineal standing which this bill serves to maintain and disturb in no way. That applies in that respect to the line. There are some discrepancies in the Staff Corps which would perhaps require additional wording in the bill, but so far as the line is concerned this wording maintains in present precedence all of the officers now in the service who will be transferred.

Mr. BUTLER. This doesn't affect anybody above the rank of lieutenant?

Commander McCain. It would be impracticable in the line for that to happen. It couldn't happen in the line under this wording. (Thereupon, at 1 o'clock p. m., the committee recessed for one hour.)

AFTER RECESS.

Mr. PADGETT. I suggest that we now hear from Admiral Braisted and Admiral Taylor.

STATEMENT OF ADMIRAL BRAISTED.

Admiral BRAISTED. I want to refer to section 3, page 62, lines 16 and 17, and particularly to the clause which begins—

*Provided, That officers so appointed shall take rank in accordance with their precedence while holding temporary rank.*

And so forth. Administration of that in our corps may make some difficulties. For instance, I will cite you a case like this. During the war, of course, there have been all sorts of shifts of men from various reserve corps to the temporaries and from the temporaries back to the permanents; the result is that men have been shifted from one place to another in very many ways. For instance, suppose you had two temporaries at about the same time, as there was in the case I have in mind; one temporary thought that during the war he would like to become a permanent; we told him we would be glad to have him do that; he took the examination and qualified and at that time he could only become a permanent in the grade of junior lieutenant, so that man was taken in at that grade. Under this law, if it goes through, that temporary man will rank the man who originally was temporary but who has become a permanent.

Those are the things which may make some little trouble in administration. Realizing that I have consulted with the Bureau of Navigation and they have spent a good deal of time in thinking it out. Admiral Washington and Commander McCain have a clause which is agreeable to me and, I guess, to the rest of the staff corps and, with your permission, I would like to have Admiral Washington explain it.

Admiral WASHINGTON. On page 50, line 14, a board is authorized to go thoroughly and carefully into this subject and make recommendations which, if approved by the Secretary of the Navy, will adjust the differences so far as it is humanly possible to do so. I think that is the fairest way of doing it.

Mr. PADGETT. Read the language to which you refer.

Admiral WASHINGTON. Page 50, line 14, "And shall take precedence with each other and with other officers of the staff corps in such order as may be recommended by a board of officers approved by the Secretary of the Navy."

Mr. PADGETT. Where would you suggest that?

Mr. KELLEY. You would insert that on page 62 as a proviso at the end of the section?

Admiral WASHINGTON. Yes.

The CHAIRMAN. What language do you propose to add there?

Admiral WASHINGTON. I would have to smooth it out a little bit, sir; but if there is a board authorized I think it can handle all difficulties that may arise, the board to follow the general line prescribed in the act.

**Mr. KELLEY.** You mean for all the Staff Corps?

**Admiral WASHINGTON.** Yes.

**Mr. PADGETT.** You will furnish us the language which you want to use?

**Admiral WASHINGTON.** Yes, sir.

**The CHAIRMAN.** How about you, Admiral Taylor? Will that meet your difficulties?

#### **Statement of ADMIRAL TAYLOR.**

**Admiral TAYLOR.** I think that would probably meet our troubles, and I would like to tell you in a very few words what our troubles are, because I think we have more than any other corps. The temporary list of constructors is in a very confused situation as regards the permanents and temporaries. In the first place, when the first transfers were made from the warrant officers to the temporary commissioned list, the warrant carpenters were transferred with the rank of junior lieutenant instead of the rank of ensign.

Under the law that put some of them ahead of their relative places; some of them are several hundred numbers ahead on the temporary list. Then a large proportion of them were transferred later, after the temporary transfers had been made to the line; the result is that some of those temporary officers transferred from the list of warrant carpenters are as many as 1,000 numbers on the temporary list behind their proper position—that is, abreast of the corresponding people who were transferred to the line. Then we have another complication which is quite serious and that is this: The regulars who were transferred to the Construction Corps last summer, 29 of them, were taken from several Naval Academy classes; they were transferred during the war and they went on the temporary list at the bottom of the list so that the result is that some of them are on the temporary list as much as 2,000 line and staff numbers behind their classmates who stayed in the line; they took that position with the understanding and the implied promise that it was only temporary, because on the permanent list they would have retained their precedence abreast of their classmates on the line.

**The CHAIRMAN.** From what grades were they taken?

**Admiral TAYLOR.** From the grade of lieutenant and junior lieutenant.

**The CHAIRMAN.** And you would like them to retain, in order of precedence, the places they had when they were transferred from the line to the staff?

**Admiral TAYLOR.** Yes, sir. The situation is so complicated that I think the only fair principle to apply to constructors is this: Let the people who transferred from the temporary list, and who have a virtual or actual line running mate, go in abreast of those people on the line. That is perfectly fair to all of them, and let the other people, who were transferred from the line and who lost temporary precedence but did not lose permanent precedence, keep abreast of their running mates in the line.

**The CHAIRMAN.** What would you call them?

**Admiral TAYLOR.** I would call them exactly what they are. This is just a plan for fixing their precedence and their status, their position with reference to the line, and I would fix their position abso-

lutely abreast of people who have done similar service for the same length of time and are permanently transferred to the line. The trouble is that the temporary list of the line is very definite and very uniform, while the temporary list of the construction corps is exceedingly mixed, because some people are ahead and some people are far behind their regular places, and I think the fairest way is to fix it that way. It is very difficult to provide that in legislation. I have tried it, and I think the suggestion which Admiral Washington has made, namely, to have a board go into all these things—perhaps the committee might lay down the principle they wish followed—is the fairest method of having the cases handled according to the individual circumstances.

Mr. PADGETT. That is, to have a board which would adjust the matter?

Admiral TAYLOR. Yes.

Mr. KELLEY. You would want this in order to straighten out the mix up?

Admiral TAYLOR. Yes; and to settle their precedence. No one with whom I have talked has any objection to it.

The CHAIRMAN. Were these transfers made arbitrarily or made with the consent of these young men?

Admiral TAYLOR. The people who went into the Construction Corps?

The CHAIRMAN. Yes.

Admiral TAYLOR. They were made with their consent, but they never supposed but what they would retain their permanent places.

The CHAIRMAN. When were these transfers made?

Admiral TAYLOR. The majority of them were made last August.

The CHAIRMAN. August, 1919?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. And not made during the war period?

Admiral TAYLOR. I beg your pardon; I should have said 1918.

The CHAIRMAN. Then they were made during the war period?

Admiral TAYLOR. Yes; just before the end of the war.

The CHAIRMAN. They were taken from the line and put in the Construction Corps?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. And that took them from their ships and put them ashore.

Admiral TAYLOR. During the war we held out at first and did not make any transfers.

The CHAIRMAN. Did they request these transfers?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. These young men?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. They requested the department to transfer them?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. That was in August, 1918?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. That was when the war was going on?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. The war was going on and they asked to be transferred from the line to the staff?

Admiral TAYLOR. Yes, sir; the department requested applications, because we were cruelly short of people.

Mr. KELLEY. You were constructing destroyers, and all that kind of thing, where you needed lots of help?

Admiral TAYLOR. Yes, sir.

Mr. PADGETT. Admiral Washington is to prepare the language, as I understand it, and it will be inserted right after the word "Navy" on page 63, line 14?

Commander McCAIN. Do you think it would be worth while to take out the method we have here of appointing these people and substitute this, I mean, in giving them precedence:

The principle governing the precedence of temporary and reserve officers transferred and appointed to the permanent Navy shall be in the line, the maintenance of the precedence of temporary officers while holding temporary rank, and the maintenance of the relative precedence of reserve officers while serving as reserve officers; and in the staff corps precedence shall be fixed as far as practicable according to length of service, with officers of like length of like service in the line: *Provided*, That officers so transferred or appointed shall take precedence among themselves and with other officers of the Navy in such order as may be recommended by a board of naval officers and approved by the Secretary of the Navy.

That would cover the whole field of all transfers.

Mr. KELLEY. That makes it permanent and I would not want that. I just want to take care of this particular occasion. Just put it in a simple proviso creating this board to adjust these differences.

Mr. PADGETT. That proviso is to go in on page 63, line 14, after the word "Navy," but it relates to section 3 as well as section 4. You draw it so it will relate to both sections and not limit it to one section. Have you any other suggestions as to section 4?

Admiral WASHINGTON. There is one feature that those warrant officers brought up here and which they agreed to. You remember the question was up as to what would become of them in case they failed on an examination for promotion subsequent to their entry and the committee decided that in that case they would revert to their present permanent status as commissioned warrant officers or warrant officers. Now, that is omitted in this bill.

Mr. PADGETT. I know it is. Where do you want to put it?

The CHAIRMAN. Where should that go?

Admiral WASHINGTON. In line 14 as a second proviso.

Mr. KELLEY. Was there not some question about the word "may" in line 7, page 63, being changed to "shall"?

Admiral WASHINGTON. That is immaterial to us.

Admiral BRASTED. There is an omission in section 4, page 63, which provides that—

Commissioned warrant officers of more than 15 years' service since date of warrant or date of first appointment as paymaster's clerk or mate, who have creditably served in the war with the German Government in temporary commissioned ranks or grades, in the Regular Navy, may be appointed to a permanent rank or grade,

And so forth. There are three pharmacists who can qualify under that, and I was told that that was simply an omission.

Mr. PADGETT. You want it to read "paymaster's clerk, pharmacist, or mate"?

Mr. KELLEY. I never heard of that before.

Mr. PADGETT. We wanted to make them all equal. You want the word "pharmacist" inserted after the word "clerk," in line 4?

Admiral BRASTED. Yes, sir.

Admiral WASHINGTON. There is one suggestion in line 13, page 63. That language reads: "The foregoing provisions of this act," etc. This suggestion, I think, will remove the objection of some officers who think that a temporary admiral will jump a permanent one. If we insert at that point, instead of the language "the foregoing provisions of this act," the words "Sections 3 and 4 of this act," it will limit it to those two sections.

Mr. PADGETT. As amended, the provision would read:

That no transfers or appointments made in accordance with sections 3 and 4 of this act shall be to a higher grade or rank than lieutenant in the Navy.

Mr. KELLEY. There is no other place, anyhow.

Admiral WASHINGTON. No, sir; but it seems to satisfy some, and it limits the act simply to what we have under consideration.

Mr. PADGETT. What about section 5?

Admiral WASHINGTON. On page 63, line 18, the words "civil engineering corps" appear, and the same words appear again in line 21.

Mr. PADGETT. Before we get away from page 62, Mr. Chairman, in line 2, after the word "law," there is suggested this proviso: "or as restricting the employment of members of the Naval Reserve Force on active duty for limited periods of training."

The CHAIRMAN. That is the proviso that Admiral Washington spoke about this morning. Just insert it at that point.

Mr. PADGETT. How about section 5?

Admiral WASHINGTON. Section 5, I think, is all right.

Mr. KELLEY. Referring to the language on page 63, beginning with line 21, "Provided, That said age limits shall be increased in the cases of officers who have rendered prior service as paymasters' clerks," somebody suggests that the words "now in the service" should be inserted at that point.

Mr. PADGETT. That would cut out temporaries, reserves, and marines who have been discharged. We put in a provision as to the Marine Corps providing that they shall have the benefit of their service in the Marine Corps.

Mr. KELLEY. You would not want to include enlisted men?

Admiral WASHINGTON. I do not know the reason for that at all. I did not put enlisted men in, and how that was inserted, I do not know.

Mr. PADGETT. How much would that add to the ages?

Commander McCAIN. It takes care of the older warrant officers, the chief warrant officers over 35.

Mr. KELLEY. You have to have this provision in on account of the warrant officers?

Commander McCAIN. Yes, sir.

Admiral WASHINGTON. It is for the benefit of those warrant officers.

Commander McCAIN. No person who had not become a warrant officer or a commissioned officer before he was 35 could come in under this act.

Mr. KELLEY. They must serve a certain length of time before they retire?

Admiral WASHINGTON. The next section provides that.

Commander McCAIN. Before they can be forced upon the retired

Mr. PADGETT (interposing). When they reach the age of 64 it does not interfere with the age retirement?

Commander McCAIN. No, sir.

Mr. PADGETT. Was there any other amendment to section 6?

Admiral WASHINGTON. No, sir; I think the committee agreed to the last proviso on line 18.

Mr. PADGETT. What about section 7? Is there anything further in the language that has been suggested?

Admiral WASHINGTON. No, sir. You have added the words "and the Marine Corps," in line 6.

Mr. PADGETT. I want to call attention to that. The phraseology there must be amended. I refer to the language on page 66 which reads—

and hereby is, amended by striking out the words "until June 30, 1920," and adding the words "and the Marine Corps."

That would not make sense, and that language should be at another place.

The CHAIRMAN. The Marine Corps has been drawing the same pay as the Army?

Admiral WASHINGTON. Yes, sir.

The CHAIRMAN. This will allow the Marine Corps to enlist men on the same terms as the Navy and for the same period?

Admiral WASHINGTON. Yes, sir.

The CHAIRMAN. With proportionate benefits upon discharge and reenlistments?

Mr. PADGETT. That is the four months' bonus.

The CHAIRMAN. The Army does not have that four months' bonus, but we propose to give it to the Marine Corps.

Mr. KELLEY. Is "proportionate" the right word there?

Admiral WASHINGTON. No, sir; "proportionate" is not a fitting expression there.

Mr. PADGETT. The next section simply provides for the insertion of the words "or the Secretary of the Navy" after the words "the Secretary of War," so as to give the Secretary of the Navy the same authority that the Secretary of War has with reference to the Navy and the Marine Corps.

Mr. KELLEY. Where did that come from?

Mr. PADGETT. It came out of your bill.

The CHAIRMAN. I do not recall having a hearing on that.

Mr. PADGETT. Yes; we had a hearing.

The CHAIRMAN. Shall we take up section 8?

Mr. PADGETT. That is the section to which I am calling attention now. That simply gives the Secretary of the Navy the same authority to control and prescribe regulations about ex-enlisted men wearing the uniform that the Secretary of War has with reference to ex-soldiers.

Mr. KELLEY. As I remember, there was no question about that.

Mr. PADGETT. The next section has reference to the retainer pay of the Naval Reserves. Where a man does not do his duty the Secretary of the Navy does not have to pay him, whereas under the present law they pay him his retainer pay in the Reserves whether he does his duty or not.

The CHAIRMAN. Look at page 67:

*Provided further,* That hereafter the minimum amount of active service required for the maintenance of the efficiency of the fleet Naval Reserve shall be the same as for the Naval Reserve.

Whereabouts is that found in the bill we had originally?

Admiral WASHINGTON. It is in the old bill, sir.

Capt. ZIEGEMEIER. The fleet Naval Reserve is made up of ex-officers and ex-enlisted men of the Navy, and the law requires when they come in that they come in with a free status, and it gives them two months' pay; another part of the law requires a certain amount of drilling and training for the Naval Reserve but does not require any drill or training for the fleet Reserve; we want that language in order to have the fleet Reserve do the same thing that the Naval Reserve does. I want them to do the same training that the others do. The law provides that the Naval Reserve must do two months' training in every four years' enrollment, while the others do not have to do any, and I want them to do the same.

Admiral WASHINGTON. I think it would put it more forcibly before you if I said that quite a number of these Fleet Naval Reserve

ple ask permission to go abroad and live and they continue to w this retainer pay and we have absolutely no hold on them at all.

fr. PADGETT. You stated that in your principal hearing?

Admiral WASHINGTON. Yes, sir. The other day we had an appli-  
tion from a Fleet Naval Reserve man who wanted to go to Japan  
live. A number of them have already gone to Greece, Italy, and  
for foreign lands, and they are completely out of our jurisdiction,  
their retainer pay goes right along.

fr. BRITTEN. And as long as they are out of your jurisdiction you  
they should not be paid?

Admiral WASHINGTON. Yes, sir; if they have abandoned the  
entry.

fr. PADGETT. And that is the reason I asked to have it put in. I  
that the men who went to Greece, England, and France and lived  
there, while nominally members of the Naval Reserve, should not  
getting two months' pay for doing nothing.

apt. ZIEGEMEIER. And there is no enrollment period for them;  
y are on for the rest of their lives and the only way to get rid of  
m is by court-martial.

fr. KELLEY. Admiral Washington, you remember there was a  
position to allow officers from the Coast Guard to come in provided  
y had the consent of the Secretary of the Treasury?

Admiral WASHINGTON. Yes, sir.

fr. KELLEY. That is not provided for anywhere?

Admiral WASHINGTON. No, sir; that was not included.

fr. KELLEY. You have no objection to that going in as an amend-  
it to this first section?

Admiral WASHINGTON. None at all.

he CHAIRMAN. Here is another proposed amendment to add to  
end of the bill:

c. 5. That the officers other than naval aviators and student naval aviators who  
etailed to duty involving actual flying in aircraft, including dirigibles and kite  
ons, shall, when holding such details, receive the same increase in pay as allowed  
ent naval aviators: *Provided*, That hereafter actual and necessary expenses  
be allowed persons in the Navy and Marine Corps traveling by air under orders,  
r the same conditions and limitations as apply to persons in the Army traveling  
ir under orders.

Did we not this morning add the words "and the Marine Corps" there?

Admiral WASHINGTON. No, sir; we did not touch that section.

The CHAIRMAN. Mr. Roosevelt wants the words "and the Marine Corps" inserted after the word "Navy" in line 8, page 65. Admiral Parks, do you desire to submit something?

#### Statement of ADMIRAL PARKS.

Admiral PARKS. Mr. Chairman, I think you have a letter on the matter I wish to bring to your attention. The act of July 1, 1918, contained a clause providing that in time of peace the Secretary of the Navy is authorized in his discretion to order any member of the Naval Reserve Force, with his consent, and who has been confirmed in his rank, grade, or rating, to perform any duty afloat for any period of time for which his services may be required.

Mr. KELLEY. Is that on page 66?

Admiral PARKS. That is the act of July 1, 1918. In section 2, page 61, in line 12 and following, there is this provision:

*And provided further, That the number of commissioned officers of the line, permanent, temporary, and reserve on active duty, shall not exceed 4 per cent of the total authorized enlisted strength of the Regular Navy.*

That clause includes the word "reserves," and the act of July 1, 1918, gives authority for the employment of reserves for duty afloat, but it does not give authority for the employment of reserves ashore. During the present period and the next annual period I see a very great need for continuing six of the reserves that we now have on duty. I raised the question, and it was thought by some that the language contained in this bill would cover it; but the Judge Advocate General has rendered an opinion contrary to that, and has suggested that certain words be added if it is the intention of the committee to permit the employment of civil engineers during the year, as well as reserves, in the line, medical, and pay corps. I can say that these men are extremely important. One of them is engaged in hospital work, and Admiral Braisted has made very kind remarks about the officer and about his ability. Another is on training stations, one is on fuel stations, and one is on dry docks. I consider them extremely necessary.

Mr. BRITTEN. How can you amend this bill and provide for duty ashore without throwing the thing wide open for all sorts of reserves for shore duty?

Admiral PARKS. You could do this, but this clause here keeps them within the 4 per cent for the line and the corresponding number for the staff.

The CHAIRMAN. You will have to increase that?

Admiral PARKS. You will not increase it at all.

Mr. BRITTEN. You would not increase the 4 per cent at all?

Admiral PARKS. No, sir.

Mr. PADGETT. You could make it read, "and provided further, that the number of commissioned officers of the line, permanent, temporary, and reserve, on active duty, ashore and afloat." That would be adding the words "ashore and afloat."

Admiral PARKS. That would cover it perfectly.

Mr. PADGETT. It should be "ashore or afloat."

Admiral PARKS. Should it not be "ashore and afloat"?

Mr. PADGETT. It should be "ashore or afloat," because you could have them serving both ways.

Mr. BRITTEN. That will not throw the shore jobs wide open to the action of the Secretary?

Admiral PARKS. I do not know how Admiral Washington would act at that.

Admiral WASHINGTON. It would cause us a great deal of trouble, I think, to put in that, or rather I am afraid it would. There was a provision under discussion which limited the number of reserves on shore duty to 5 officers and 20 men in each district. I do not know whether the committee looked with very great favor on that, but I think you finally conceded not to exceed 5 officers and 20 men on the reserves ashore in any single district. However, they are necessary with the present shortage of officers. It is the same condition that is existing in all the branches of the service.

Mr. PADGETT. How would it do to say, "afloat or ashore, and not exceeding four ashore"?

Mr. BRITTEN. That would not do any good.

Mr. PADGETT. He has four now.

Admiral PARKS. There are about half a dozen, and Admiral Washington has some that he wants in the districts.

Admiral WASHINGTON. We want not to exceed 5 officers and 20 men in each district.

Mr. BRITTEN. This would open the door for the Secretary to put a great number of them, up to 4 per cent.

Mr. PADGETT. If you limit them to four or six—

Admiral WASHINGTON (interposing). Then would come the question of where these four or six would be assigned, whether to yards, docks or somewhere else. Admiral Taylor will want some, for instance.

Mr. CHAIRMAN. Of what rank?

Admiral WASHINGTON. I think lieutenants mostly.

Admiral TAYLOR. Nothing above lieutenant commander.

Admiral PARKS. We have some commanders.

Admiral TAYLOR. We have need for those people, and there has

Admiral PARKS. That does not increase the number of officers in the upper grades. They do not harp on that at all, but the tendency is toward the temporaries. The reserve does not add an officer above, but every temporary helps.

Mr. KELLEY. Suppose we do not make this provision?

Admiral PARKS. Then, we will lose these people.

Mr. BRITTEN. You will lose them six months after the declaration of peace.

Admiral PARKS. The reserves are for emergencies, and I do not know how long they will last after the declaration of peace.

The CHAIRMAN. You say you will lose them. Will they get less pay?

Admiral PARKS. No, sir; I do not think so. One of them gave up a \$5,000 job.

The CHAIRMAN. If you are keeping them now, why can you not continue to keep them?

Admiral PARKS. The law does not permit it.

The CHAIRMAN. Then your corps is full?

Admiral PARKS. No, sir; I can not fill it. It is a different question from filling it.

The CHAIRMAN. Do you mean that you can not get enough applicants?

Admiral PARKS. I can not get enough applicants to take the examination to fill the corps. It is a question of the rates that they come in under. I have not enough temporaries that I consider qualified for permanent appointment to transfer. We have 14 temporaries left, and only 2 of them have the qualification that we would require of those who take the examination for permanent appointment in the corps. This bill will permit me to transfer 24 from the reserves, in which I now have 36 on active duty. I am 13 short of the number I am authorized to carry during the present 6 months. I will lose 2 regulars by resignation this month. I can only transfer those reserves who are of low rank, and on those jobs I now have on hand it is out of the question for them to take lieutenants' pay. One of them gave up \$900 for the sake of wearing the uniform.

The CHAIRMAN. He gave up \$900 for his uniform?

Admiral PARKS. That is the way we look at it.

The CHAIRMAN. Do you mean to say that his uniform cost \$900?

Admiral PARKS. It is getting to be pretty expensive.

Mr. PADGETT. He means that he gave up a job paying \$900 more than the one he accepted in the Navy.

The CHAIRMAN. He said that he gave up \$900 for his uniform.

Mr. PADGETT. He gave up a job that paid \$900 more in order to get a job that required him to wear the uniform.

Mr. KELLEY. What do you say to this, Admiral Washington?

Admiral WASHINGTON. I think if we could work in something covering permanent, temporary, and reserve officers on active duty for all purposes, it would be well. I want to leave out, if possible, that word "ashore."

The CHAIRMAN. How many officers do you say you would have to have?

Mr. BRITTEN. He said five or six, and Admiral Washington had two or three.

Admiral TAYLOR. We have 12 outside of aviation. We could go on, however, for probably five or six months.

The CHAIRMAN. Admiral Parks, how many vacancies have you in the regular corps?

Admiral PARKS. Thirty-five, and two more will occur this month.

The CHAIRMAN. That will be 37. You have 37 vacancies.

Mr. BRITTEN. And a hundred in the Medical Corps will be affected to some degree.

Admiral PARKS. They can have them afloat.

Mr. BRITTEN. Those ashore would be affected in the same way.

Admiral WASHINGTON. Yes, sir.

Mr. PADGETT. Has the comptroller ruled that, or is that the opinion of the solicitor?

Admiral PARKS. That is the act of July 1.

Mr. BRITTEN. What has the comptroller held, if anything?

Admiral PARKS. We have only the statement of the Judge Advocate General. He held that the comptroller will probably not consider that sufficient. As for reserves who are lieutenants or less, I can transfer 24 of them, out of the 36 now on active duty, if they meet the requirements, but what I want are people of experience other than youngsters. Now, it is not a reasonable proposition to make a plant like a training station and let an inexperienced boy run it.

It would be better to pay \$5,000 to a man to take care of it, because we would pay more than that if we were employing an architect on fees.

Admiral TAYLOR. I thought that you could take care of them on the temporary list, but Admiral Parks says that after becoming commanders you could not. This law says that the President can appoint temporaries in any grade or rank in accordance with the existing law.

Mr. KELLEY. The proposition is that while you have vacancies you can not get men to fill them at the salaries you pay?

Admiral PARKS. Yes, sir. We sent out 14,000 circulars and received 13 applications. I held up those 13 applications to see what effect the pay bill might have, and as soon as this pay bill is finally settled, I am going to issue another circular; but when they

This bill affects only 125 men who have served long and well in the Navy and who feel that they have been discriminated against. They had been retired prior to the war and when the need came they were brought back from civil life. Whatever start they had made in providing for themselves in their old age was interrupted and they are now compelled to take up the threads again at a great disadvantage. They have given the best part of their lives to the service and they are now much handicapped by their age in getting a living. When they were brought back into service their experience and ability warranted giving them a higher rank than they had prior to their retirement. To now demote them when commissioned officers who were brought back into active service and promoted retain their rank and pay would seem to be unjust.

These 125 retired chief and warrant officers of the Navy who served during the World War were given only temporary promotion (the highest rank being that of lieutenant), which was revoked at the termination of active duty. This worked a great hardship upon them, as their income was reduced 50 to 60 per cent at a time when living costs had increased at least 100 per cent.

The appropriation required to carry this bill into effect will be reduced from year to year, as most of those affected are in advanced years.

I will not take up any time in the discussion of this matter, because these gentlemen who wish to be heard know all about it. I will ask you to hear Mr. Bell.

**Statement of MR. R. W. BELL, Chief Pay Clerk, United States Navy, Philadelphia, Pa.**

MR. BELL. Mr. Chairman, we have condensed our material here as much as we could, and it will take only about two or three minutes to present it. These are some of the reasons why the retired chief and warrant officers of the Navy who served throughout the World War should retain permanently the temporary rank and pay to which they were promoted:

First. In accordance with an act of Congress (H. R. 10854) of July 1, 1918, the retired officers of the Regular Navy below the rank of lieutenant commander who were on active duty were given promotion. The commissioned officers in line of promotion were advanced permanently one to three grades on the retired list. The chief warrant and warrant officers were only given temporary promotion, which was revoked upon their reverting to inactive duty.

Second. There are many retired warrant officers whose retired pay is so small that it is impossible for them to meet the high cost of living. These officers can not get employment in civil life on account of their age and disability. The average business man considers that if the Government can not use a man whose life's training has been in a particular branch of service, that he surely is of little use to anyone else. Retired officers are not allowed to accept a position with any concern that has a contract with the Government. Nearly all large concerns are doing business with the Government.

Third. There are retired warrant officers who were in business and were ordered to duty, thereby being forced to sacrifice their business, some to the extent of a total loss. It is doubtful whether these officers will ever have sufficient money again to go in business.

fourth. Most of the retired warrant officers who served in the World War are veterans of the Spanish-American War and some are veterans of the Civil War with service from 20 to 50 years.

fifth. If the records of the retired warrant officers herein referred to are examined it will be found that they rendered very valuable service. The duties assigned to them were of an important and strenuous nature and required an officer of long experience.

sixth. There are a number of retired warrant officers whose retired pay would not be increased if they were permanently promoted to the highest rank they held during the World War and while they are promoted they would receive no financial benefit from this legislation. We request, they, as well as all the retired warrant officers feel it would be a great honor to them to retain the rank to which they were promoted and it would be proof that the Government appreciated the services they rendered during the World War. If they are promoted to their original status, they, as well as their relatives and friends, must feel that their services were unsatisfactory or that they committed some offense that caused them to be demoted.

seventh. The retired officers of the Army, below the rank of major, receive the same benefits as regards promotion on the retired list as commissioned officers of the Navy in line of promotion.

eighth. The facts above given clearly show an unjust discrimination against the warrant officers relative to promotion.

THE CHAIRMAN. You talk about unjust discrimination. There has never been so much done for any class of men since I have been a member of Congress, or for the past 25 years, as has been done for warrant officers. I know that.

MR. BELL. I have been in the service about 29 years.

THE CHAIRMAN. Then you have been in the service a little bit longer than I have, but I know what has been done for them. Under the terms of a bill which we are now considering, many of these warrant officers will be transferred practically bodily over into the active list to keep permanently the grades that they have had during the war period.

MR. BELL. That is only for the ones on the active list.

THE CHAIRMAN. Yes; on the active list.

Ninth. This discrimination can be remedied by the enactment of H. R. 11022 or a modification of section 55 of the naval personnel bill now under consideration to embrace only the retired chief and warrant officers.

Tenth. The total cost of this legislation would be less than \$71,000. This amount would constantly decrease, owing to the age and physical defects of the officers concerned. The amount is insignificant in comparison with the great good and contentment it would effect. The enactment of this legislation would have a good effect on the morale of the enlisted men, showing them that the Government rewards long and faithful service.

Mr. MACGREGOR. Is there anything further you desire to say?  
Mr. BELL. No, sir.

**Statement of MR. CORNELIUS DUGAN, Chief Gunner, United States Navy.**

Mr. DUGAN. Mr. Chairman and gentlemen of the committee, I am here to advocate giving us the rank of lieutenant. I would get no additional pay. I entered the Navy as an apprentice when 14 years of age, in 1855, and I have had a wide range of duties. I have performed nearly every duty that an officer is called upon to perform. I was shipmate with Admiral Dewey when he first came out of the Naval Academy; I was shipmate with Admiral Sims when he first came out of the Naval Academy, and I was shipmate with Admiral Wilson when he first came out of the Naval Academy, and also with Admiral Crippin. I can refer you to any one of those officers as to my service. I am not satisfied with being limited only to the grade of lieutenant after so many years of service. If I have not made good, I do not want anything. I have had this long service, and I have asked that I be given the rank of lieutenant commander. That is as low a rank as should be given for the service that we have rendered.

Gentlemen, I have no more to say.

Mr. MACGREGOR. How old are you?

Mr. DUGAN. I am now 80 years of age. I was 80 last month.

Mr. MACGREGOR. How long were you in the service?

Mr. DUGAN. I have been in the service over 65 years. I entered the service in February or March, 1855, as an apprentice.

Mr. ROSSITER. He has served in three wars, the Civil War, the Spanish-American War, and the World War.

Mr. DUGAN. We are not speaking about the wars in which we served. I am not speaking about how many wars I served in or how we suffered. Those are old stories now, and they have been heard so often that you do not pay much attention to them.

Mr. KELLEY. How long have you been on the retired list?

Mr. DUGAN. Since 1901, but I have performed about 20 years service since then. I spent two years and seven months in this World War performing duty. I can show you some letters which will demonstrate that I have made good. If I made good at 80 years of age, I certainly must have made good when I was a younger man. I have a letter from the Chief of the Bureau of Ordnance, Admiral Earle, as follows:

NAVY DEPARTMENT,  
BUREAU OF ORDNANCE,  
Washington, D. C., October 24, 1919.

MEAN: I regret to notify you that orders from the Secretary have been  
fing that all retired officers be placed on the inactive list on November 1,

, in accordance with these orders, is exceedingly sorry that the time has  
can no longer be so fortunate as to retain your services, and thank you for  
since given it during the war, assuring you that your help has been much  
uring the strenuous days of the war of 1917.  
sincerely, yours.

RALPH EARLE,  
Chief of Bureau.

DUGAN, United States Navy (retired),  
Inspector of Ordnance, Cramp's Shipyards, Philadelphia, Pa.

are a number of letters from officers of the Navy under  
re served that I would like to submit.  
ers referred to are as follows:)

CRAMP SHIPYARD,  
Philadelphia, Pa., November 12, 1919.

melius Dugan, United States Navy (retired).  
chment from active duty.

extreme regret that I have to deliver orders to you which detach you  
ity and order you to your home.

nt inspector of ordnance at the works of William Cramp & Sons' Ship  
lding Co. you have proved yourself to be most efficient.

not help but take great personal pride in the faithful and efficient  
ich you have served in the United States, and especially so, as you  
doubt established a record for length of service.

wish of all your host of friends that you may have many years of happi-  
you.

C. F. RUSSELL,  
Commander, United States Navy,  
Cramp Shipyard, Philadelphia, Pa.

OCTOBER 18, 1919.

ant fourth naval district, navy yard, Philadelphia, Pa.  
rt of retired officers on active duty.

ance with district order No. 484, I have to report, as follows:

e retired officer on duty as assistant naval inspector of ordnance at  
p & Sons' Ship & Engine Building Co., Philadelphia, Pa.: Name,  
an; rank, lieutenant (T.), United States Navy, retired; station, William  
& Ship & Engine Building Co.; duty, assistant inspector of ordnance;

officer, irrespective of age, could have performed the duties of assistant inspector of ordnance at these works more efficiently than has Mr. Dugan.

It is Mr. Dugan's desire to be a lieutenant commander on the retired list, and I highly recommend him for this commission. Mr. Dugan has no desire to go to inactive duty for the present, and I would like to retain him here in his present capacity as long as he desires to remain.

Sincerely, yours,

C. F. RUSSELL,  
Commander, United States Navy.

Mr. DUGAN. I have here a statement covering the record of my service, as follows:

PHILADELPHIA, 1920.

Lieut. Cornelius Dugan, United States Navy.

Subject: Record of service in the Navy.

Entered the United States Navy as an apprentice February, 1855, not 14 years of age, to serve until 21.

Served as apprentice aboard the frigates *Congress* and *Wabash*, 1855 to December, 1860.

Served under Commander Dahlgren, United States Navy, at the Ordnance Experimental Battery, Washington Navy Yard, January, 1860, to October, 1860, passed examination and appointed gunner, United States Navy, October 30, 1860.

Served as gunner on board the sloop of war *Cyane* and frigate *Wabash* during the Civil War (1861 to 1865), also as special scout and torpedo duty South Atlantic Station. Was in charge of a division in both attacks and capture of Fort Fisher. I was a volunteer to take the "powder boat" under the fort in this fight and blow her up. Every call for volunteers for hazardous service, I was a volunteer; I do not say this boastingly; every man from the highest in rank to the youngest powder boy was just as ready.

Have had charge of a division, also the deck aboard nearly every vessel I have been attached to. In charge naval magazines at Fort Mifflin (two terms, seven years), naval powder depot, New Jersey, and Iona Island, N. Y.

Have had tours of duty at navy yards, Philadelphia (old yard), League Island, Boston, and at Norfolk, Va.

Since the Civil War, I have served on the *Wincoeki*, *Vanderbilt*, *Saranac*, *Pensacola* (two cruises), *Vandalia*, and *Tennessee*, also on receiving ships *Lancaster* and *Richmond*.

While on the Pacific in the *Cyane* and the *Pensacola*, landing parties for the protection of property and lives of our citizens were frequent; I was usually in charge of a section of artillery, sometimes commissary as well; survey and general court-martial duty; in fact, I have performed nearly all the duties an officer in the Navy is called upon to perform.

I have had the superintending of some important works, viz:

The building up of the new powder depot, Lake Denmark, N. J., and the naval magazine, Iona Island, N. Y. This work entailed a great deal of labor, aside from ordnance duty: railroads and driving roads were to be built, storage buildings, workshops to be erected, water supply to be installed. Had this work come under Yards and Docks, Navy Department, one of their leading civil engineers would have had charge of the work.

Since April 6, 1917, I have been assistant inspector of ordnance, Cramp's Ship Yard, Philadelphia. The duties have been extremely strenuous; how well I have performed my part, the letter attached will tell.

I am now in my sixty-fifth year in the United States Navy. If I have not made good in every position in which I have been placed (some of them very responsible), I will recall this application.

I ask that I be promoted to the rank of lieutenant commander on the retired list: this at least. I will stand by my record at the Navy Department from an apprentice not 14 years of age to the present.

On being relieved from duty, November 12, 1919, I was "demoted" instead of promoted; letter attached.

Very truly, yours,

CORNELIUS DUGAN,  
Chief Gunner, United States Navy (retired).

of **MR. M. A. ROSSITER**, Chief Machinist, United States Navy.

**MACGREGOR**. Please go somewhat into detail in stating why you are entitled to these benefits.

**ROSSITER**. Mr. Chairman, I have here a communication to the chairman of the committee by Rear Admiral Wash-  
chief of the Bureau of Navigation, which reads as follows;

**MR. BUTLER**: I acknowledge receipt of your letter of April 24, inclosing a Hon. Clarence MacGregor relative to bill H. R. 9571, which has for its rendering permanent of the temporary advancement of officers on the

going further, I would like to state that Rear Admiral on has been misinformed in regard to the bill that we

That is not the bill. Admiral Washington's letter con-

governing the promotion of retired Army officers and the law governing the retired Navy officers are, in some respects, different. The Army law motions according to length of service unrestricted, up to and including of colonel. The Navy law allowed promotion, both permanent and temporary to the length of active service referred to a running mate on active duty, a retired officer who has served 10 years, for instance, on active duty and since his retirement, was given, if on active duty, the same permanent rank as was achieved by a Naval Academy member of the class of 1910, and was temporarily the same temporary rank as was attained by this Naval Academy

rank to be attained by this promotion, however, was lieutenant commander of colonel, as in the Army.

to the service which retired officers have rendered their country, I am of the opinion that the above was a very fair provision, and I do not recommend any change to the present law. The effect of the argument of Mr. MacGregor would be to place the present temporary rank retired officers who have not performed, in my years, as much service as an officer on the active list, holding the same grade, has performed. The suggestion is believed to be inequitable, and I submit it to your disapproval.

I wish to state that I do not believe that any of those officers who have received permanent promotion, and who were in line of promotion, would have the rank of lieutenant commander during the World War. More than half of the active service that members of our generation have had. Here is a man who has just spoken to you, Mr. Chairman, who has had 65 years of service. They refer here to 10

of our people. As I have said, Admiral Washington has been misinformed. If he had not been misinformed, and if he knew the true facts of the case, I believe that he would heartily approve the legislation that we are asking for. We are only asking for the same treatment and consideration as that accorded other officers whom we feel are not any more entitled to such consideration than we are.

Mr. MACGREGOR. How many men are there involved in this?

Mr. ROSSITER. One hundred and twenty-five, I believe. There were 130, but 5 have died within the last year or so.

Mr. KELLEY. There are 125 who served during the war on the active list.

Mr. ROSSITER. Yes, sir. Either four or five have died. Mr. Bell, do you recall what number of them have died?

Mr. BELL. There were 129 at this time last year and there are 125 to-day. This includes those called back and promoted.

The CHAIRMAN. There is being strong pressure brought to bear to continue the men who were called back from the retired list and placed on the active list during the war in the grades in which they served during the war. That is true of the Army as well as of the Navy. There is a strong pressure being made for that. Of course, that will include you.

Mr. MACGREGOR. Do I understand that retired commissioned officers who came back into the service will retain the grades they had in the service?

The CHAIRMAN. Those who came back from the active list and had additional rank or grade when they came back now desire to return to the retired list with the ranks they held on the active list.

Mr. ROSSITER. Some of them had as many as three promotions.

The CHAIRMAN. The clerk will show you a provision that is in the conference report on this pay bill. In the event the House agrees to it, all of these different subjects will be considered by a commission. The effort was to get those active men back on the ships. Complaint was made everywhere, and justly made, that we could not get the ships afloat because we did not have enough men in the active service, and therefore we were endeavoring to bring them back and put them on the ships.

Mr. ROSSITER. What I was anxious to come before the committee for was to show you the error in this statement from the Navy Department.

**Statement of HON. JAMES M. MEAD, a Representative in Congress from the State of New York.**

Mr. MEAD. Mr. Chairman, I want to say that I am very much interested in Mr. MacGregor's bill, and have spent a good deal of time in considering the matter. I realize that in the Army, so far as the commissioning of minor officers of the Army is concerned, we have given them this promotion and made it permanent. I think that since that precedent was established, justice should be done to these men by also conferring upon them the rank they held while on active duty in time of need.

I think this country will always be able to raise a giant Army and a giant Navy because of the generous, just, and reasonable way it

takes care of its men, the way in which it gives them pensions, and because of the way it gives them promotions which are made permanent, especially in the cases of the men who come up from the ranks, who have justly earned their promotions. I just want to say that I hope you will consider this matter, and I think the bill introduced by my colleague, Mr. MacGregor, is an act of justice, a reward well deserved, and well earned by those men who have come up from the ranks.

**Statement of REAR ADMIRAL SAMUEL MCGOWAN, Chief Bureau of Supplies and Accounts, accompanied by LIEUT. COMMANDER J. J. GAFFNEY, Supply Corps, and CAPT. PHILIP WILLIAMS, Bureau of Navigation.**

The CHAIRMAN. Admiral McGowan, we will be glad to hear you now.

Admiral MCGOWAN. Mr. Chairman, the few lines I ask you to include in this bill were not sent over by the Senate. It is something I ask you to send back to the Senate. This was the last clause of the Poindexter personnel amendment relating to important immediate personnel vitally needed now. It is a change proposed by the Paymaster General, heartily seconded and approved by the Bureau of Navigation and recommended by the Secretary of the Navy; but apparently omitted on account of a misunderstanding or misinformation (furnished not by myself or the Bureau of Navigation or anybody representing either). With your permission, Mr. Chairman, I should like to read a memorandum on the subject. [Reading:]

The compelling reason for the increase now proposed is a real Navy need of supply officers of these ranks, as evidenced by the Secretary of the Navy's letter of April 2 to the chairman of the House Naval Committee and the Paymaster General's letter of February 10 to the Bureau of Navigation (copies attached).

This letter of the Secretary, recommending the proposed new percentages, was prepared by Rear Admiral Thomas Washington, Chief of the Bureau of Navigation, who unqualifiedly indorsed the suggested action.

The number of lieutenant commanders in the Supply Corps of over 20 years' service is more than double the number in the line, even though the total number of line officers outnumbers the Supply Corps over 8 to 1.

All captains in the Supply Corps now have over 20 years' service; and, of a total of 55 commanders, 51 have more than 20 years' service \* \* \*.

Mr. BRITTEN. Can you tell us how many captains you have in the Supply Corps and how many commanders?

Lieut. Commander GAFFNEY. We have 26 captains and 52 commanders, as shown in the register of January, 1920.

Mr. KELLEY. How many would the new provision give you?

Lieut. Commander GAFFNEY. It would give us 40 captains and 79 commanders. That would be the total. The additional number would be 14 captains and 27 commanders.

Mr. PADGETT. Just state now the Navy need for that additional number. That is the important part of the matter, as to why you need them and where and how you would use them?

Admiral MCGOWAN. The where and why were stated in detail in my letter to the Bureau of Navigation, which I will not bother this committee to read at this time, but which with your permission I will put in the record.

(The letter referred to is as follows:)

NAVY DEPARTMENT,  
BUREAU OF SUPPLIES AND ACCOUNTS,  
Washington, D. C., February 10, 1920.

To: The Secretary of the Navy (via the Chief of the Bureau of Navigation).  
Subject: Increase of percentage of officers in the upper grades of the Supply Corps.

1. The act of August 29, 1916, fixed the total permanent strength of the Supply Corps at 12 per cent of the total permanent strength of the line and the percentages of officers of the Supply Corps with the rank of captain and commander as 4 and 8, respectively; which percentages provide a total of 26 officers with the rank of captain and 53 with the rank of commander.

2. At the time this legislation was under discussion, it was thought that, with the same percentages in the upper grades of the Supply Corps as in the line, the needs of the service would be fully met, but such has since been found by experience not to be the case.

3. Up to and including the rank of lieutenant commander, the duties of the Supply Corps are properly comparable to those of the line, so that the running-mate promotion up to and including this rank operates to provide the proper numbers in the various grades and at the same time to insure equality of promotion.

4. Above the grade of lieutenant commander, however, the duties of the Supply Corps are more nearly akin to those performed by the Construction and Civil Engineer Corps and the percentages in the two upper grades as fixed by the act of August 29, 1916, are not high enough to provide the necessary number of officers in these grades to the end that in all instances an officer's rank may be commensurate with the duties he has to perform and the responsibilities he has to assume.

5. A careful analysis of the situation has been made and it has been found that existing conditions actually require 40 officers of the Supply Corps with the rank of captain and 79 with the rank of commander. To accomplish this it will be necessary to increase the present percentages from 4 and 8 to 6 and 12.

6. For convenience the various yards and stations have been divided into groups according to the relative importance of the supply activities at these yards; and the following tables show where and for what duties the 40 captains and 79 commanders in the Supply Corps, referred to herein, are needed:

*Where they are needed.*

	Captains	Com- manders	Total	
			Captains	Com- manders
Group I, Navy Department:				
Supplies and Accounts.....	6	5		
Compensation Board.....	1	1		
Allotment Office.....	1	1		
Group II, Navy yards:				
New York.....	3	2		
Philadelphia.....	3	2		
Norfolk.....	3	2		
Group III, navy yards:				
Portsmouth.....	2	2		
Boston.....	2	2		
Washington.....	2	2		
Charleston.....	2	2		
Marine Island.....	2	2		
Puget Sound.....	2	2		
Group IV, special plants:				
Indianhead.....		1		
Charleston, W. Va.....		1		
Aircraft, Philadelphia.....		1		
Group V, bases:				
Fleet supply base.....	2	5		
Supply station operating base.....	1	3		

Where they are needed—Continued.

	Captains.	Com- manders.	Total.	
			Captains.	Com- manders.
up VI, special:				
Naval Academy.....	1	1		
Torpedo station, Newport.....		2	1	2
up VII, naval stations:				
Pensacola.....		2		
New Orleans.....		2		
Key West.....		2		
				6
up VIII, training stations:				
Great Lakes.....		2		
Newport.....		2		
San Francisco.....		2		
Hampton Roads.....		2		
				8
up IX, submarine bases:				
New London.....		1		
Key West.....		1		
San Pedro.....		1		
				3
up X, afloat:				
On staff of flag officers.....	3	3	3	4
up XI, foreign stations:				
Hawaii, Guantanamo, Panama, Virgin Islands, Guam, Asiatic Station, etc.....	1	11	1	11
up XII, foreign countries:				
England, France, Mediterranean.....	1	3	1	3
up XIII, unemployed:				
Sick, transfer of station, waiting orders, leave, etc.....	2	4	2	4
			40	70
SPECIFIC DUTIES FOR WHICH NEEDED.				
up I:				
Supplies and Accounts—				
Assistant to bureau.....	1			
General inspectors.....	2			
Purchase Division.....	1			
Accounting Division.....	1			
Disbursing Division.....	1			
Fleet Division.....		1		
Logistics and Fuel Division.....		1		
Assistant, Purchase Division.....		1		
Supply Section, Purchase Division.....		1		
Assistant, Accounting Division.....		1		
			6	5
Compensation Board—				
Member of board.....	1			
R. C. L. Fore River Shipbuilding Co.....		1		
R. C. L. New York Shipbuilding Co. and Cramps.....		1		
R. C. L. Union Iron Works.....		1		
			1	3
Allotment Office—				
Officer in charge.....	1			
Assistant in charge.....		1		
			1	1
up II, navy yards, New York, Philadelphia, and Norfolk:				
Supply officer.....	2			
Disbursing officer.....	2			
Accounting officer.....	2			
Executive assistant.....		2		
Assistant for purchases.....		2		
			9	6
up III, navy yards, Portsmouth, Boston, Washington, Arlington, Mare Island, and Puget Sound:				
Supply officer.....	2			
Disbursing officer.....	2			
Accounting officer.....		2		
Executive assistant supply office.....		2		
			12	12
up IV, Indianhead, Charleston, W. Va., Aircraft, Phila- delphia:				
Supply officer.....		2		
				3

21 each.

## Where they are needed—Continued.

	Captains.	Com- manders.	Total.	
			Captains.	Com- manders.
SPECIFIC DUTIES FOR WHICH NEEDED—continued.				
Group V:				
Fleet supply base—				
In charge supply department.....	1			
In charge P. and C.....	1			
Assistant to officer in charge.....		1		
Executive assistant, supply office.....		1		
Executive assistant, P. and C.....		1		
Purchasing officer for base.....		1		
Disbursing officer for base.....		1		
			2	
Supply station, operating base—				
Officer in charge.....	1			
Executive assistant.....		1		
Purchasing officer.....		1		
Disbursing officer.....		1		
			1	
Group VI:				
Naval Academy—				
Supply officer.....	1			
Midshipmen's commissary.....		1		
			1	
Newport Torpedo Station, supply officer.....		1		
Group VII, Pensacola, New Orleans, and Key West Naval Stations:				
Supply officer.....		13		
Disbursing officer.....		13		
Group VIII, training stations, Great Lakes, Newport, San Francisco, and Hampton Roads:				
Supply officer.....		14		
Disbursing officer.....		14		
Group IX, sub-bases, New London, Key West, and San Pedro:				
Supply officer.....		13		
Group X:				
Staff commander in chief, Atlantic, Pacific, and Asiatic Fleets.....	13			
Staff train, Atlantic and Pacific Fleets.....		12		
Staff destroyer force, Atlantic and Pacific.....		12		
Group XI:				
Honolulu—				
Supply officer.....	1			
Executive assistant.....		1		
Disbursing officer.....		1		
Panama, supply officer.....		1		
Guantanamo, supply officer.....		1		
Guam, supply officer.....		1		
Vireo Islands, financial advisor to governor.....		1		
Shanghai, supply and financial advisor to governor.....		1		
Olongapo and Cavite—				
Supply officer.....		(-) 2		
Disbursing officer.....		(-) 2		
			1	
Group XII, England, France, and the Mediterranean (this number estimated and subject to variations from time to time).....	1	3		
Group XIII, unemployed.....	2	4		

21 each.

7. It will be noted that the foregoing does not provide for the assignment of officers with the rank of commander to duty as supply officer of a single ship or to duty on staff of any division or squadron commander. If officers of this rank are to be assigned, a further increase in the percentages would be necessary.

8. Officers with the rank of rear admiral are not included in the foregoing distribution, as the number of such officers is small, and they will in general be assigned duties of a special nature.

9. In addition to the actual need for more officers in the higher grades of the Supply Corps, it is desired to invite particular attention to the fact that owing to the pres-

percentages the officers of this corps have been seriously handicapped in promotion and have suffered loss in seniority as compared with the line and all other corps; that is to say, officers of the Supply Corps have been passed over in seniority in favor of numbers of officers in the line and other staff corps who were formerly many years juniors, and this for the sole reason that there were too few numbers in the upper grades of the Supply Corps as compared to the line and other Staff Corps. Such a situation is demoralizing in the extreme, and unless it is remedied will undoubtedly lead to the separation from the service of a number of experienced officers just as soon as they can make satisfactory arrangements in civil life. More than 20 per cent of the permanent corps have already resigned.

In connection with recommendation for the increase in percentages, attention is invited to the fact that, although the Medical Corps also has the same percentages as the line, the total number of officers in the corps is based not upon the number of men of the line but upon the total number of officers and enlisted men in the Navy and Marine Corps, with the result that the number of officers in the two higher grades of the Medical Corps is nearly twice as many as the total number in these two grades of the Supply Corps, whereas it is not believed that the number of places that should be filled by officers of high rank in the Medical Corps exceed those in the Supply Corps.

The percentages of officers in the higher grades in the other two Staff Corps—the Ordnance and the Civil Engineer Corps—are already greater than what is being asked for the Supply Corps. In this connection attention is invited to the fact that there is only one department at each yard in charge of officers of these corps, whereas there are three separate and distinct departments operated under the direction of the Supply Corps.

For the reasons stated it is urgently recommended that Congress be requested to enact suitable legislation to the end that the percentages of officers with the ranks of captain and commander in the Supply Corps be increased from 4 and 8 to 6 and 12.

SAMUEL MCGOWAN.

Admiral McGOWAN. I should also like to put in the record the letter of the Secretary of the Navy addressed to the chairman of the committee under date of April 2, 1920. The letter referred to is as follows:)

WASHINGTON, D. C., April 2, 1920.

DEAR MR. CHAIRMAN: It is recommended that that paragraph of the act of August 29, 1916, which reads as follows:

"One-half pay directors with the rank of rear admiral to four pay directors with the rank of captain, to eight pay inspectors with the rank of commander, to eighty-seven one-half in the grades below pay inspector," be amended to read as follows:

"One-half pay directors with the rank of rear admiral to six pay directors with the rank of captain, to twelve pay inspectors with the rank of commander, to eighty-one one-half in the grades below pay inspector."



Admiral McGOWAN. This 4 and 8 per cent, respectively, of captains and commanders, were errors committed by myself four years ago when this committee asked me what percentages would be required. I wanted to make it as low as possible; and I had in mind the fact that, in the lower grades, up to and including that of lieutenant commander, our service parallels that of the line—going to sea in large measure. I am personally sorry to say that the higher up you go the less opportunity you have to go to sea, until, when we get to the top you go to sea not at all—unfortunately.

Mr. PADGETT. You stated yesterday that this took care of important billets ashore.

Admiral McGOWAN. I was about to repeat that, Mr. Padgett. After the supply officer reaches the rank of commander most of his duty is on shore, because it is the juniors who go to sea. Service at the fleet supply base as supply officer and service at a navy yard or station, under three separate heads in each navy yard or station of any importance, requires officers of experience and rank. It is because of the need for the services of officers in those grades that we ask this amendment. These figures were not guesses. They are the result of a most careful analysis of the actual existing need for people at every one of those places, thoroughly analyzed and set forth in detail in this memorandum.

Mr. KELLEY. Is the division of the Atlantic and Pacific Fleets increasing your need for higher officers?

Admiral McGOWAN. Yes, sir. It is in two ways. It makes one more fleet paymaster, who is a captain, and one more fleet supply officer, who is a commander, and largely increases the number of seniors needed on the west coast ashore.

Mr. BRITTEN. You always had a Pacific Fleet. It is true it was very small, but it was always there. Did you not have a fleet paymaster with the fleet in times past?

Admiral McGOWAN. He was a commander. He is now a captain.

Mr. BRITTEN. Because of the enlarged fleet?

Admiral McGOWAN. Yes. It would not be strictly correct if I said that; it is incident to it, not because of it. But the shore stations, as you gentlemen have heard testified to here at great length—that is, the building up of the Pacific shore stations—is a very large project; and at every shore station that amounts to anything—and on the Pacific they are going to amount to a great deal—we need heads of these three departments.

As I started to say yesterday, if there were only one man in the Navy, it would not make any difference whether he was an ensign or a vice admiral. But when you have people serving side by side—and I am sure the Bureau of Navigation will bear me out in this—when you have officers serving side by side in corresponding duties, performing corresponding functions, it is not for the best interests of the Navy or of the United States to have one or two or three comparatively young commanders as heads of departments and two or three or four older lieutenant commanders working opposite to them or side by side, and their juniors, just because they happen to be in another corps.

I am speaking now most particularly of the Supply Corps, as these men are working in industrial establishments with the constructors and civil engineers. With the line it is different; because, while of

is, for the sake of contentment we all want to be about the same and of about the same rank, whenever a line officer and a staff officer come together on duty, it does not make any difference whether the staff officer is an ensign or a rear admiral; if there is any coming done, the line officer is the commanding officer, whatever rank may be, and there is no question of doubt about it and never is. That is the reason why I leave the line out of this comparison, because they have different functions because of their general military utility.

I have intentionally omitted the Medical Corps. Their duties are entirely different, and I want to say, if you will permit me, there is no body of men I admire more than the Medical Corps, and I was never before anywhere near the point of efficiency to which Admiral Braisted has caused it to attain. It is a magnificent organization doing magnificent work. As far as possible, I should like my staff to do as good work as his is doing.

There is no paralleling, there is no comparison at all between the Medical Corps and the line on the one hand or the Supply Corps and the Medical Corps on the other; but the constructors and civil engineers are right in the thick of this supply work behind the lines, what might call the "Service of supply," their work being more or less technical and ours being altogether practical; but in each navy—I am not saying they have too many; I do not think anybody has too many—but, in order to show you how I arrived at the conclusions I have arrived at, it is necessary to make comparisons, which are you are not intended to be critical. At the Norfolk Navy Yard there is one high up naval constructor in charge of his department, there is a department of public works with a high up civil engineer in charge, and there are three different departments which have a senior of experience and rank in the Supply Corps.

Now, Mr. Chairman, I did not fully realize that fact when I gave the committee those figures four years ago. I was asked yesterday and taken me four years to find out. It has; that is correct. It has taken me four years to find out, but I did not waste a moment of my time. I found out.

It will be asked presently whether this will involve the promotion

and I will guarantee there will not be very much beneficial legislation passed if all the cooks went bad. That is the way with the supply department. You may call it a necessary evil. But it is absolutely necessary. You have got to have it to start a station. It is not spectacular, but it is necessary.

I am not going to dwell on this much longer. But, with your permission, I want to give you one example of the enlarged activities thrown upon the Supply Corps. During the war period, officers of the Supply Corps, without any notice or particular desire on their part, had thrown upon them the supervision of these cost-plus contracts for shipbuilding and various other purposes, aggregating more than \$886,000,000, with reported savings, due to their cost inspection, of more than \$125,000,000. That was something never dreamed of or heard of before, and I hope it will be a long time before we have any more cost-plus contracts. But it is a fact that is with us. These inspections are not finished yet. That is simply one example.

Take another example. The fleet supply base at Brooklyn is here to stay unless you gentlemen see fit to transfer it. The naval operating base at Hampton Roads is another big enterprise, and the west coast is just beginning to develop. If you have a committee or a board of some kind composed of three Members of Congress and three Congressmen's clerks, you are not working in the direction of harmony. The same thing obtains if you have around a council table, or working, trying to cooperate together—I am not talking about the Medical Corps or the line—civil engineers, constructors, and supply officers working in an industrial and repair establishment or in a forwarding station, they must work side by side. If two of those heads are commanders and another fellow is 15 years older than either one of them and is a lieutenant commander, that fellow is beat before he starts.

MR. KELLEY. If we increase these percentages, it will be on the theory that they were too low in the first place.

ADMIRAL MCGOWAN. That is correct, sir.

MR. KELLEY. Is there any likelihood that some other staff bureau may take a different view of it and ask to have the old ratio restored by increasing their percentages to correspond with the increase in yours?

ADMIRAL MCGOWAN. I can see no good reason for it, because every other staff corps is well above that now, because their chiefs of bureau made a more intelligent guess than I made.

MR. KELLEY. Do you know whether or not there would be any likelihood of other bureaus asking for an increase?

ADMIRAL MCGOWAN. I know of no such movement to ask for any increase for any other corps. I shall reach the comparative percentages a little later. The only way I have been able to achieve any degree of success in Washington is by attending strictly to my own business, and I do not know what they need or what they want.

MR. KELLEY. I did not know but that you might have some information as to whether or not they would ask for an increase.

ADMIRAL MCGOWAN. I have no information as to anybody making any similar recommendation; but I am here to tell you this, that anybody who wants any change in the law on personnel has got to go right up to the Bureau of Navigation and show them. They are from Missouri. If they are able to do so, I wish them Godspeed; but they have got to show the Bureau of Navigation.

Mr. In the Civil Engineer Corps there are  $5\frac{1}{2}$  per cent of

Mr. GOWAN. That is correct.

Mr. Can you get along with  $5\frac{1}{2}$  per cent rather than 6, percentage the same as theirs?

Mr. GOWAN. I can get along with whatever you gentlemen have 4 and 8, and I am asking for 6 and 12. They have and I will be pleased to take what they have.

Mr. The Construction Corps has  $8\frac{1}{2}$  and 14 and the  $5\frac{1}{2}$  and 14. It might be wise to make yours 6 and 14.

Mr. GOWAN. Five and one-half and 14 will be most grateful. The only reason I arrived at 6 and 12 was as I already to the governor's question.

Mr. This is where you are going to use the extra officers?

Mr. GOWAN. Yes, sir; and these are no spook jobs; these man's jobs, now in existence, and there is no camouflage figured out the items first and then we arrived at the end, which is somewhat unusual in Washington.

Mr. There would be no economy or efficiency served by and 14 instead of 6 and 12.

Mr. GOWAN. I think Judge Padgett has come nearer to the end to your question than I have. If we are to have it  $5\frac{1}{2}$  total of the two will be the same. I would not put it at

Mr. My idea was it might be 6 and 12.

Mr. GOWAN. That is what this calls for.

Mr. If you made it  $5\frac{1}{2}$  and 14, it would not be a matter of course where you had  $5\frac{1}{2}$  for captains, you are making a commanders.

Mr. GOWAN. That is correct. I think Mr. Britten had the exactly the same figures as the civil engineers.

Mr. Equalizing the percentages in the grades.

Mr. GOWAN. That is what I had in mind.

Mr. I take it that the Supply Corps wants to get officers to that are waiting for them.

Mr. GOWAN. That is correct. I do not think you heard

Mr. PADGETT. I understand you to say that in the beginning you told him he was putting his figures too low?

Admiral McGOWAN. I will tell you this: If Admiral Braisted wanted to cut off my head, I would let him do it and thank him for so doing; but, when it comes to figuring, I do not regard him as an authority. I know, or ought to know, more about figures. I do not remember what he told me four years ago; but I admit it. I try never to remember anything complimentary to myself; but if I then cut the figures down too low, his statement makes the case all the stronger now.

Mr. KELLEY. How many captains have you now in the Navy Department in Washington?

Admiral McGOWAN. One.

Mr. KELLEY. You are asking for eight? •

Admiral McGOWAN. It is all in the letter.

Mr. KELLEY. Here is a case where you do not have any comparative standings to maintain at all. You are asking for an increase of seven right there.

Admiral McGOWAN. Those are division chiefs. That is a comparatively small part.

Mr. KELLEY. You have 26 captains and you are asking for 8 more, and half of them you are going to put here.

Admiral McGOWAN. That is correct.

Mr. KELLEY. So half of your argument which you have been making falls, does it not?

Admiral McGOWAN. I do not admit it.

Mr. KELLEY. Making them equivalent with the ranks that are in the Bureau of Construction and Repair.

Admiral McGOWAN. I purposely omitted any comparison between bureaus.

Mr. KELLEY. I know; but we are talking as plainly as we can. I understood you to say you needed these higher ratings because some men who fill some places only who would have the rank of captains, and it was because they were working alongside of officers from other bureaus who were younger and who perhaps might hold higher ratings?

Admiral McGOWAN. Yes, sir.

Mr. KELLEY. But would that apply as to these men in the department?

Lieut. Commander GAFFNEY. You are looking at where they are needed. On page 3, the specific duties of each officer are outlined in detail.

Mr. KELLEY. Does the work of the captains we are putting in the department down here bring them in direct contact with officers from the other corps in such a way that it would be embarrassing for them?

Admiral McGOWAN. I would not go so far as to say that it would be embarrassing; no, sir. But the nearer you can get people doing similar work with similar rank, the better it is. It is just like the case of the chiefs of bureaus who are rear admirals. The more nearly you equalize those men, the more easily they work together.

The CHAIRMAN. Do you not think the rank of commander for a chief of bureau is a pretty good one?

**Admiral McGOWAN.** For chief of bureau, I do not. You mean for chiefs of divisions? No, sir. I have commanders and lieutenant commanders as chiefs of divisions. I should rather have captains.

**The CHAIRMAN.** Following up Gov. Kelley's question, how many captains would you have in Washington, instead of one?

**Admiral McGOWAN.** Eight.

**The CHAIRMAN.** Those duties are now performed——

**Lieut. Commander GAFFNEY** (interposing). Only four of the eight would be actually on duty in the Bureau of Supplies and Accounts.

**The CHAIRMAN.** Those duties are now performed by men holding the grade of commander?

**Admiral McGOWAN.** Part of them. Two of them are rear admirals; Cowie and Peoples are rear admirals.

**The CHAIRMAN.** What about the other four?

**Admiral McGOWAN.** Two of them are general inspectors, one for the east coast and one for the west coast.

**Mr. KELLEY.** What are Admiral Cowie's duties?

**Admiral McGOWAN.** He is in charge of the allotment office of the Navy, which includes the work of closing up the Liberty bond business, etc.

**Mr. KELLEY.** Is that a very essential position to continue?

**Admiral McGOWAN.** Oh, yes.

**Mr. KELLEY.** How long will that last?

**Admiral McGOWAN.** Indefinitely.

**Mr. KELLEY.** Does it require his personal attention?

**Admiral McGOWAN.** I would rather have Admiral Cowie answer that question.

**Mr. KELLEY.** He is under you?

**Admiral McGOWAN.** No, sir; not directly; no more than the Navy purchasing officer at Baltimore is under me. He gets directions from me as to the technical details of his duty, but he is not under my command. That is a separate office.

**Mr. KELLEY.** Is that included in these eight?

**Admiral McGOWAN.** The position is; yes, sir.

**Mr. BRITEN.** He has the rank of rear admiral?

**Admiral McGOWAN.** He is a permanent rear admiral.

**Mr. KELLEY.** Then there would be eight captains besides?

**Admiral McGOWAN.** No, sir; he is one of them. We are talking about places.

**Mr. PADGETT.** Two of those places are filled by admirals?

**Admiral McGOWAN.** At the present time, and two more of them are general inspectors charged to the Bureau of Supplies and Accounts, but they do not work here. Another is on the Compensation Board. He is not in the Bureau of Supplies and Accounts. He is absolutely and entirely separate from me. He is a member of this board that settles claims between contractors and the Government.

**Mr. BRITEN.** I do not quite understand how you can say that they will be taken out of these eight captains. They are certainly not captains; they are rear admirals. Take Admiral Cowie's case. You say his position comprises one of these eight captains.

**Admiral McGOWAN.** His is a captain's job. I am sorry to say he will retire in a short time and a captain will fill the job.

**Mr. KELLEY.** You could put a captain there, could you not?

Admiral McGOWAN. Yes, sir. He retires, I am sorry to say, in a few months; and a captain will relieve him.

Mr. KELLEY. How many captains have you at New York now?

Lieut. Commander GAFFNEY. At New York we now have one captain.

Mr. KELLEY. And you want to put two more captains there?

Lieut. Commander GAFFNEY. Yes, sir.

Mr. KELLEY. Why?

Lieut. Commander GAFFNEY. Because the supply department is now administered by a commander of fully 25 years' service, and we want a captain to head the department. The head of the Construction Department is a captain, and the Department of Public Works is administered by a captain.

Mr. KELLEY. You have one captain there now?

Lieut. Commander GAFFNEY. We have a captain as disbursing officer, the head of the disbursing department.

Mr. KELLEY. Why could you not put a captain in this other place and put a commander in there as disbursing officer?

Admiral McGOWAN. That is a matter of detail. If we were to start fresh with all our people available and all the jobs vacant, as the Bureau of Navigation knows, it would be easy to follow these thumb rules. But that is quite impossible with a going concern; and when you have a vacancy you must fill it with the best available man.

Mr. KELLEY. But you are asking us to make a general law.

Admiral McGOWAN. It will take them quite a little time to get it actually working satisfactorily. That is one reason why we want it done as quickly as possible. The personal element enters also into the matter of assignments to duty. Some officers are good at one thing while others are extra good at other things, and not by any means are all officers of similar rank and grade wholly interchangeable.

Mr. KELLEY. I understand that very well. How many captains have you at Philadelphia?

Lieut. Commander GAFFNEY. We have one captain.

Mr. KELLEY. You want to put two more there.

Lieut. Commander GAFFNEY. Two more at Philadelphia as heads of the supply and accounting departments.

Mr. PADGETT. That applies to all principal stations?

Lieut. Commander GAFFNEY. The latter groups them in the order of importance.

Mr. KELLEY. It applies to three stations, New York, Philadelphia, and Norfolk.

Admiral McGOWAN. Those are the principal stations.

Mr. KELLEY. You want two captains at the other navy yards? Do you need two captains at Charleston?

Lieut. Commander GAFFNEY. Yes, sir; two captains; one as supply officer and one as disbursing officer.

Mr. KELLEY. I should think a disbursing officer would not come in very direct contact with any corresponding officer in the other corps.

Admiral McGOWAN. He does come in direct contact with everybody all the time.

Mr. KELLEY. But their duties are so dissimilar it would be difficult to make a comparison.

Admiral McGOWAN. The duties are wholly dissimilar, but the act is very real.

Disbursing is a tremendously important function. I used to think an "assistant paymaster" was simply a young fellow who stood behind a counter and handed out to the "Paymaster" a few more or a few more quarters or one dollar bills. But I found out differently. The disbursing officer pays all the bills of the yard; he pays the men and the officers, also the entire civil force, clerical and mechanical; and he has almost innumerable other duties. It has not long since I have been disbursing officer of a yard that I do personally recall all the duties, but I can give them to you. It amazes you to see the different kinds of things that man has to

P. KELLEY. But you are not needing these higher ratings because of our inability to fill the places so much as because the men who now in those places are older and have served longer than corresponding officers in these other corps, and in justice to them they ought to have their rank increased.

Admiral McGOWAN. It is injustice to them, injustice to the individual, and particularly injustice to the service. The injustice is going on, and we want to abate that as soon as possible. There is no question about it. It is the same people; it will not be different ones.

P. KELLEY. That is my understanding of it.

Admiral McGOWAN. It is to do simple justice to these officers to correct my individual error, which I did not have gumption enough to take Admiral Braisted's advice about and correct it in time, and at the same time to have these men equal in rank with men who work alongside of and opposite to them.

P. PADGETT. In other words, the whole gist of it is that in these two corps the corresponding duty is performed by officers of ranks of captain and commander?

Admiral McGOWAN. That is correct.

P. PADGETT. But in your corps they are performed by officers of lower rank.

Admiral McGOWAN. That is it.

Mr. PADGETT. I wanted to know this, whether the Bureau of Navigation has given it thorough investigation and consideration and approved it?

Capt. WILLIAMS. Yes, sir.

Mr. PADGETT. And approved it because the bureau thinks it is needed and is in the interest of harmony and coordination of the work?

Capt. WILLIAMS. Yes, sir.

Mr. KELLEY. The Bureau of Navigation has been down here almost continuously for months. How does it happen that this matter has not been brought up until now?

Mr. PADGETT. Admiral Washington in his hearing emphasized it very strongly, and I cross-questioned him on it. He went into it quite in detail.

Mr. KELLEY. In all this personnel legislation from the Bureau of Navigation, has it ever appeared in any print?

Mr. PADGETT. Yes, sir; Admiral Washington submitted it in his hearings. It is not printed in the bill, but Admiral Washington called special attention to it and recommended it, and I went into detailed examination of him in regard to it.

Capt. WILLIAMS. I am under the impression that it was in either the first or second print and that it was taken out. It was taken out at the time because when we discussed these things there were other things which were considered more important.

Mr. PADGETT. Admiral Washington submitted it in detail and I cross-questioned him very closely about it.

Mr. BRITTEN. May I ask a question right here? With the exception of providing a flow of promotion for 41 officers in your corps, this will have no effect on the grade below commander, will it?

Admiral McGOWAN. It will have no effect on the grades below commander except to give an outlet to the superannuated lieutenant commanders who are now stagnating in that grade.

Mr. BRITTEN. Ready and waiting for promotion?

Admiral McGOWAN. Ready and waiting and competent.

Mr. BRITTEN. It will give you some more officers in that corps?

Admiral McGOWAN. It will give an outlet from the lower grade.

Mr. PADGETT. I asked Admiral Washington this question [reading]:

What I want to get at is, does the business of the Navy and the distribution of the work of the Navy call for these grades?

Admiral WASHINGTON. I think it would add to the contentment and satisfaction, and I believe the duty of the paymaster as head of a department at a navy yard is equally as important as that of the doctor who is head of the medical department of the yard. Paymasters are like the line officers; they have several departments in a navy yard. The doctor has generally but one. Now, you have one or two heads of departments, and you can have one paymaster with the rank of captain and may have three or four other paymasters with the rank of lieutenant commander, occupying just as important positions, as heads of big important departments. And for that reason I believe if the pay officers could be given a few more in these two grades, it would add to the contentment and efficiency, for efficiency results from contentment.

And then I asked him a number of other questions. I was just reading that to show that I had gone into the matter with him.

Mr. KELLEY. Is there in your department in the navy yard at New York one man in charge of all your work?

Admiral McGOWAN. No, sir. It would be contrary to numerous acts of Congress and contrary to all common sense to have the dis-

counting, and supply work under one head. I am glad  
 oned that. That has been brought up to me at various  
 have one sort of superpaymaster at each station. I was  
 s than Navigation on that. I was not even willing to  
 because the functions are so interlocking that it is abso-  
 ssary for the purpose of administration and protection of  
 States to have separate and distinct accounting, supply,  
 sing departments. They must be separate.

LEY. Then they are coordinating in their character, and  
 n—

McGOWAN (interposing). Coordinating and cooperating,  
 der the same head.

LEY. You want a captain for each place?

McGOWAN. Yes; and, if we get not one additional  
 one commander, I would never consent to have those  
 under one head.

SETT. Seven or eight years ago did we not change some  
 so as to separate those duties and to have one who will  
 e of the other?

McGOWAN. That is the whole trend of legislation and

Of course, I take it for granted that every officer is  
 The best way to keep him so is to give him no undue  
 i to be otherwise, an officer or anybody else. Suppose I  
 ounting officer prepare the pay roll and keep the time,  
 isbursing officer pay those rolls. I like to think it would  
 o any irregularities, but it certainly would not tend to  
 e Government against it. There are interlocking and  
 g functions and corresponding functions, but they must  
 rent hands.

LEY. Each one of the chiefs report direct to you and not  
 y other officer?

McGOWAN. Yes, sir; they report to me through the  
 int.

LEY. It goes to the commandant of the yard and then  
 ou?

McGOWAN. Yes, sir. So far as I am concerned, there is

The CHAIRMAN. Of course, those men did not expect to stay in the service, anyway.

Admiral McGOWAN. These were Regular officers; these were not Reservists. I might mention the case of Hancock, who is at the present time making \$25,000 a year, employed by Lehman Bros., bankers. He is vice president and general manager of the Jewel Tea Co. The officer who relieved him, Commander Charles E. Parsons, is now considering resigning to accept a \$15,000-a-year offer.

Parsons who took charge of the Purchase Division in succession to Commander Hancock, is really a lieutenant commander of the Supply Corps holding the temporary rank of commander.

Since the above testimony was given in regard to the resignation of Commander Hancock, another resignation has just been received by cable. It came from Lieut. Commander George P. Auld, who is at present a temporary commander on duty with the State Department at Paris. His resignation was not unexpected, since I had received a letter from him several weeks ago stating that he had an offer outside at \$15,500 per annum.

One of the most recent cases before this was that of Capt. Eugene C. Tobey, who served before and throughout the war as assistant naval attaché in London and was during the entire period of hostilities aid for matériel on the staff of Admiral Sims. Tobey's permanent rank was commander, he being captain merely temporarily. I am not conversant with the exact details of the offer he finally accepted, but, judging by the figures that I do know with respect to other offers which he turned down, I am certain that Capt. Tobey's present salary in civil life is many times what he was receiving in the Navy.

Mr. KELLEY. I had a notion the duties of a disbursing officer were more limited.

Admiral McGOWAN. The duties he performs are numerous and very important. If you talk about a paymaster, that is another thing. When I was in civil life I thought that an assistant paymaster stood behind a counter and brought up a few more quarters or nickels for the paymaster to hand out to people as they filed by. I was vastly mistaken. The word "paymaster" is misleading. The disbursing officer of a yard does not stand behind the counter and hand out money. There are various functions he performs of a highly administrative nature, besides being responsible for the actual payment of people. There are all kinds of duties he performs; and considering the magnitude of the New York Navy Yard plant any man intelligent enough and of sufficient integrity and ability to perform all those duties would be able to get on the outside perhaps \$10,000, \$12,000, or \$15,000 a year.

Now, Mr. Chairman, if I may, I should like to finish reading this memorandum [reading]:

The number of lieutenant commanders in the Supply Corps of over 20 years' service is more than double the number in the line, even though the total number of line officers outnumbers the Supply Corps over eight to one. It is just eight times as big.

That is not intended as a criticism of the line at all. It is just to show how, under this erroneous percentage gradation which I am responsible for, we simply let our fellows grow old in the lower grades. It is not that the line has too many; the line has not enough.

is not put on by the Senate. This is a House provision would like to have the House conferees put on the bill.

LEY. Do you mean they would not put it on?

McGOWAN. I never saw them. But they got some mission, not from the Secretary's office, not from anybody in the Navigation and not from me. [Reading:]

struction and Civil Engineer Corps, whose assignments to duty ashore corresponds in general to those of the senior officers of the Supply Corps, is of departments at navy yards, there are no lieutenant commanders of vice; whereas the Supply Corps has 60.

ing percentages for the staff corps are: Construction—captains, 8½; command, 22½. Civil Engineers—captains, 5½; commanders, 14; total, 19½. Captains, 4; commanders, 8; total, 12.

percentages requested for the Supply Corps total less than those now allowed staff corps named. The resignations to January 1, 1920 in the Construction 12, in the Civil Engineer Corps 4, and in the Supply Corps 95, or 4 per cent, and 13 per cent, respectively of the authorized numbers therein. y for the present unsatisfactory condition lies in this proviso, to be inserted line 18, after the word "law":

That the percentages of captains and commanders in the Supply Corps increased from 4 and 8 to 6 and 12, respectively."

what was intended to be a tabloid edition of what the Navigation wrote. If those words are not deemed appropriate for any reason, then there is no reason why you should not use the original phraseology of the Bureau of Navigation, which effect the same thing, and it might be preferred. The effect is exactly the same.

LEY. What was the language of the Bureau of Navigation?

McGOWAN. It is just a little longer. It reads:

pay directors with the rank of rear admiral, to 6 pay directors with the rank, to 12 pay inspectors with the rank of commander, to 81½ in the grades inspector.

GETT. That follows the phraseology of the act of 1916 and the phraseology of existing law.

McGOWAN. And accomplishes what and all that this usage is intended to accomplish.

ATTEN. It would simplify matters to use your language.

Mr. KELLEY. Then, all that will happen after that is that there will be 26 fewer officers in the grade of lieutenant commander than there are now?

Admiral McGOWAN. That is correct. There are 100 now. We way over on the juniors and way under on the seniors.

Mr. KELLEY. And because of these percentages that you put four years ago your officers in these grades are older than officers corresponding grades of the other corps?

Admiral McGOWAN. Even more than that. My officers in lower grades are much older than most of the officers in the higher grades in the other staff corps. It will settle that and help stop resignations.

Mr. KELLEY. And it will cost altogether how much?

Admiral McGOWAN. It will cost \$25,000 for the whole lot of them.

Mr. KELLEY. For a year?

Admiral McGOWAN. For a year; yes, sir.

(Thereupon the committee adjourned.)



[No. 39.]

**NAVAL AVIATION.**

**Bureau of Aeronautics and Naval Air Corps.**

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**A Hearing on the Bill (H. R. 13648)**

**"To Create a Bureau of Aeronautics and a Naval Air Corps in the Department of the Navy,"**

**Before the—**

**SUBCOMMITTEE ON AERONAUTICS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,**

**Thursday, April 29, 1920.**

(The Subcommittee on Aeronautics met at 11 o'clock a. m., Hon. Frederick C. Hicks, chairman of the subcommittee, presiding.)

Mr. Hicks. Gentlemen, we have asked you to be present to express your views on the bill H. R. 13648, which proposes to create a bureau of aeronautics and a naval air corps in the Department of the Navy. There has been some discussion over the bill and some disagreement by various heads of bureaus. The committee, of course, would like to have all the views expressed, both those who may favor the bill as well as those who may oppose the bill. We want to have the hearing as full and complete as possible.

I will say this in advance, that for some time some of us who have been more or less interested in aviation have felt that it was absolutely essential to establish a bureau of aeronautics in the department, a bureau somewhat along the line and functioning somewhat in the same way, with powers somewhat similar to those now in existence and with a chief as head, and to carry out that idea the Secretary of the Navy had a small commission appointed, as you know, to consider this proposition; and this bill largely embodies those views, with the addition of some that I have put in and some from other sources. My thought has been that such a bureau is urgently needed. I have felt so for a long time. Some have objected to it on the ground that it is not necessary and that it gives greater importance to aviation than that service deserves. Argument is advanced that as there is no bureau for submarines or destroyers, none is needed for aviation. I can not subscribe to this contention. First, I believe aviation is just beginning, and that its importance as a great arm of the service can not be overestimated. Its value has already been demonstrated and its future holds potentialities, I believe, far beyond our present conception of them. Second, instead of comparing aviation with submarines, and no one now questions their value or their effectiveness in warfare, I feel, a more proper comparison should be with the

Bureau of Ordnance or of Construction and Repair or Steam Engineering. I can not divorce myself from the thought that aviation should be placed on its own feet instead of being an office operating through the other bureaus.

With that brief outline of the proposed measure and my own views upon it, I am going to ask you gentlemen to testify. We regret very much that we have not with us the Secretary of the Navy. He is absent, visiting the returning fleet from Cuba, but he has written a letter in which he expresses his approval of this bill and I will ask the clerk of the committee to read it in order to bring it before us.

The clerk read the letter of the Secretary of the Navy, as follows:

NAVY DEPARTMENT,  
Washington, D. C., April 24, 1920.

MY DEAR MR. HICKS: I have to acknowledge the receipt of your letter of April 16, 1920, inclosing a copy of your bill (H. R. 13648) for the purpose of creating a bureau of aeronautics in the Navy Department and a naval air corps.

You are, of course, already familiar with the view of the Navy Department in strong opposition to the creation of a separate and independent department of the air for reasons which have been set forth at length in hearings before your committee. As you know, heretofore aircraft has been handled by the Navy Department in the same manner as the regular ships of the Navy. In other words, the distribution and movements of aircraft have been handled in the Office of the Chief of Naval Operations, in the Planning Division of which a special section deals with this subject; questions of personnel have been handled exclusively by the Bureau of Navigation, the production of aircraft of all kinds has been handled jointly by the Bureau of Construction and Repair and Steam Engineering. Like all subjects of major importance, the question of the best method of handling all matters concerning aeronautics has been a subject of constant discussion both in the service at large and in the Navy Department itself.

A certain amount of dissatisfaction has been felt with the existing method, especially on the part of officers who have devoted a considerable part of their naval careers to matters of aviation. This has arisen largely from the fact that due to the smaller sized units involved and to the rapid changes and developments in the theory and practice of aeronautics, this branch of the service does not lend itself so readily to the same methods of organization which have been so successful in connection with ships of the Navy. Officers connected with the Aviation Service, both afloat and ashore, have felt that greater progress would be insured if there were a separate and independent office in the Navy Department dealing solely with aeronautical matters. About the end of February this subject was discussed in more or less specific terms by the Secretary's council, composed of the chiefs of divisions and bureaus of the Navy Department, and the following three points were in general agreed to:

(1) Federal control and regulation of civilian aviation should not be exercised through either the Army or the Navy. There should be a separate body provided for this purpose, preferably in the form of a bureau in the Department of Commerce. Civilian and commercial aviation should be encouraged and assisted by military aviation through arrangements as to the use of fields, etc.

(2) Cooperation and coordination of Army and Navy aviation should be secured through legalizing and definition of the powers of the present aeronautic board.

(3) Aviation in the Navy should be segregated and put under control and direction of a corps formed by temporary detail from all branches of the Navy.

Subsequently, the National Advisory Committee for Aeronautics approved these same general principles. I also understand that the Army reorganization bill contemplates the establishment of an air service for handling all aeronautical matters.

In order to express the above principles in more definite form, I directed representatives of the Chief of Naval Operations and of the Chiefs of the Bureaus of Navigation, Construction and Repair, and Steam Engineering to prepare a draft of a bill to give effect to these principles. I understand that the draft of the bill prepared by this conference, together with memoranda of comments from certain of the individual officers forming the conference, indicating some differences in opinion, were handed you informally by Capt. Craven, and that your bill has been largely based on the work of this conference, supplemented by personal consultations with individual officers.

I am strongly of the opinion that legislative effect should be given to the principle that "Aviation in the Navy should be segregated and put under the control and direction of a corps formed by temporary detail from all branches of the Navy," and I therefore trust that your bill, which incorporates this principle, will be given early consideration. The details of your bill appear to me to be satisfactory in so far as I have been able at this time to study their probable effect, but the hearings which you propose will serve to clarify any doubtful points and I shall be glad to appear before your committee to reiterate my recommendations of the general principle and to express a final opinion on any matters of detail which may be called in question in the course of your hearings.

Sincerely,

JOSEPHUS DANIELS.

Hon. F. C. Hicks,

*House of Representatives.*

Mr. Hicks. That is the opinion of the Secretary which indorses the principle of this proposition.

We are very fortunate in having with us this morning the Assistant Secretary of the Navy, and if Mr. Roosevelt will kindly express his views on the bill, we will be very glad indeed to hear him.

**Statements of HON. FRANKLIN D. ROOSEVELT, Assistant Secretary of the Navy; REAR ADMIRAL THOMAS WASHINGTON, Chief Bureau of Navigation; MAJ. GEN. GEORGE BARNETT, Commandant Marine Corps; and CAPT. THOMAS T. CRAVEN, Naval Operations.**

Mr. ROOSEVELT. Gentlemen, the Secretary, before he left day before yesterday, asked me to come here and to state verbally, in addition to what he has written, that he is heartily in favor of this bill. His views have been rather fully expressed in his letter and I think that I can only add that those views coincide with my views. I think that this is not only a possible step in advance, but a very necessary thing. The department, as you know, is absolutely opposed to the creation of any separate aviation department of the Government. Naval flying is an art by itself.

There should be, of course, cooperation with the other branches of the Government. Our chief weakness in the past, in fact, our only weakness, has been in the method of departmental organization.

I think it is fundamentally wrong that aviation should have been handled by the office of the Chief of Naval Operations. It is not a function which comes within the intent of Congress in establishing that office. Things have worked along pretty well, because of the cooperation between the different bureaus, but the time has come now to establish a separate bureau: more than that, I think the time has come to establish a separate air corps by detail.

As to the questions in this bill, affecting the language of it, we have before the committee to-day the various officers whose presence has been requested by the committee, and they will take up the detailed questions in the bill. There is only one thing which I might speak about myself, and that is the section on page 3, the last paragraph of section 4. There has been a good deal of opposition to the principle of giving advanced rank even to 10 per cent of the total number of officers authorized by the act, and that is, of course, a question which is open to discussion.

Personally, I am in favor of it, not as a permanent matter, but as a temporary matter. In other words, aviation at this time is in such form that most of the officers who have had actual flying experience

are of very junior rank. It is desirable that aviation be handled, as far as possible, by practical flyers. This section would give to some of those officers an additional grade so that after the lapse of a few years it would be unnecessary, because their normal increase in rank would continue this section in effect. It might be possible to limit this section to a period of, say, five years. By that time they will be old enough to carry sufficient rank to work in this bureau. It will give added incentive to the younger officers of other bureaus, engineer officers, construction officers, and so on, to take up aviation without any fear that it will hurt their standing in their own bureaus.

Mr. HICKS. The first draft of my bill did not include any provision for advanced rank, but in talking with some of the officers it was suggested, and I put it in, because I deferred to the opinion of those who knew a great deal more about it than I. I am glad to get your opinion: you think it is wise to provide for advanced rank as a temporary matter?

Mr. ROOSEVELT. Yes. I am not sure but that it would not be better to put in a time limit, say, five years.

Mr. PADGETT. It was represented to the committee some years ago that the actual flyers were young men and should be young men, and there was a provision put in the law limiting the actual flyers to a rank not above lieutenant commander. What do you propose to do here; do you propose to have commanders and captains actually flying?

Mr. ROOSEVELT. As a matter of fact, probably commanders and captains would not do any actual flying, but in the course of a few years the captains and commanders would have had in their previous careers actual flying practice, and therefore a practical knowledge of flying.

Mr. PADGETT. Do you propose to modify or amend the provision that, so far as actual flyers are concerned, they shall not be above lieutenant commander? It is limited now; that is, actual flyers are limited to lieutenant commander and below, not as administrative officers and things of that kind. Do you propose to increase the rank of the actual flyers?

Mr. ROOSEVELT. I think really, Mr. Padgett, that that is almost an academic question that will take care of itself.

Mr. PADGETT. I should like for you to show me that law.

Capt. CRAVEN. I can find it and show it to you.

Mr. PADGETT. I called your attention to that when you were before the committee some weeks ago. You said commander, but I got the law at that time and it reads lieutenant commander.

Capt. CRAVEN. It was changed subsequently a year or two later: I think about 1914, 1915, or 1916.

Mr. PADGETT. It was right along in there when we first made it lieutenant commander. I confess that I have never seen the amendment that put the rank above lieutenant commander, and I should be glad to have you find it.

Capt. CRAVEN. Yes, sir; here it is.

Mr. ROOSEVELT. As a matter of practice, there will be very few captains or rear admirals who will do actual flying. If there is any limitation in the law at the present time, it might just as well come out so that we will know about it one way or the other.

am strongly of the opinion that legislative effect should be given to the principle "Aviation in the Navy should be segregated and put under the control and direction of a corps formed by temporary detail from all branches of the Navy," and I more trust that your bill, which incorporates this principle, will be given early consideration. The details of your bill appear to me to be satisfactory in so far as I have been able at this time to study their probable effect, but the hearings which propose will serve to clarify any doubtful points and I shall be glad to appear before your committee to reiterate my recommendation of the general principle and express a final opinion on any matters of detail which may be called in question in the course of your hearings.

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Mr. PADGETT. If you have a lieutenant you can detail him to that service, and if he goes in with that rank—if you had a lieutenant commander you could detail him for that kind of service, if he liked it, and he would carry his rank with him, and that would give him 35 per cent in addition to his pay.

Mr. ROOSEVELT. Only flyers.

Mr. PADGETT. That is what I am talking about, flyers, now. I do not see why a man who is serving in an administrative capacity in the Air Service should have any higher rank or any more pay than a man who is serving out on a ship, doing actual service out there; he gets the pay and allowances of his actual rank. Now, you propose that a man who will come in an administrative way into the Air Service shall get a higher rank and more pay than the man who is doing the more onerous work. The actual flyers get 35 per cent or 50 per cent!

Capt. CRAVEN. Fifty per cent.

Mr. PADGETT. More pay, because it is dangerous, and that is right. I do not know that I would want to give him more than one rank and 50 per cent of increased rank also.

Mr. ROOSEVELT. I do not think that would apply.

Mr. HICKS. This plan of advanced rank has been rather against my opinion, but I put it in, because some of the officers suggested that the officers if they were detailed to this corps would not carry with them sufficient rank. Do you think it would be a very serious handicap to the service if we detailed instead of commissioned?

Mr. ROOSEVELT. No. I think that the provision for advanced rank of one grade would help a little during the first years; that is all.

Mr. HICKS. You would prefer the bill as it is with a time limitation added rather than having a mere detail?

Mr. ROOSEVELT. I would go as far as to say that 10 per cent was too high.

Mr. PADGETT. Do you not think that when the five years came around and the other fellow was to succeed him that there would be a howl? I know how these things work.

Mr. ROOSEVELT. I do not regard that provision as absolutely vital to the bill, but I think that it would help.

Mr. PADGETT. We have one thing that we are bothered with right now. When the temporary organization of the Navy was provided by the act of May 22, 1917, we put in a provision that all of those temporary promotions and offices should cease not exceeding six months after the declaration of peace. As soon as the armistice was signed there came a continuous, constant and never-ceasing propaganda that every man who had a temporary promotion or that every man who had a temporary rank should not be deprived of it, and I do not see how, at the end of the five years, we would get rid of this without a great deal of trouble. I do not see the justice, either.

Mr. ROOSEVELT. And you would not get rid of it unless Congress did a great deal more in the way of Navy pay than they have done.

Mr. PADGETT. We are taking that up.

Mr. OLIVER. How many of the noncommissioned and warrant officers will be commissioned officers?

Mr. ROOSEVELT. There would be the same proportion as in the regular service.

Mr. OLIVER. Please state that.

Admiral WASHINGTON. All told, probably about half and half.

Mr. OLIVER. Would it not be well to state in a way how many will be commissioned officers and how many warrant officers? You certainly should have some method whereby you could determine that.

Mr. ROOSEVELT. There is no language as to how those officers should be distributed. They are not bound by the act of 1916, which says 1 Admiral, 4 captains, 7 commanders, and 14 lieutenant commanders.

Mr. OLIVER. I understood under the personnel bill, which the committee is considering, we desired to take into the regular service 500 temporary officers for the Air Corps; is that correct?

Mr. ROOSEVELT. I think the Senate put on a provision.

Admiral WASHINGTON. That is correct.

Mr. OLIVER. Are the 500 to be commissioned officers?

Mr. ROOSEVELT. A certain number of commissioned officers and a certain number of—

Admiral WASHINGTON (interposing). Five hundred commissioned officers.

Mr. OLIVER. If you have only 300 commissioned officers, as your answer indicates, what would you do with the other 200 that you expect to take in from the temporary force?

Admiral WASHINGTON. For the first few years they would be in the line of the Navy, and then after qualifying become general duty officers.

Mr. OLIVER. I understand. In reply to the first question that I asked you stated that of the 600 officers only 300 would be commissioned officers?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. Yet, if this personnel bill passes in the way you recommend, you are directed to take into the Air Service 500 from the temporary force as commissioned officers?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. What would become of this surplus of 200 which you will then be directed to take in over and above the 200?

Admiral WASHINGTON. That measure has no bearing whatever on this. That is an entirely different thing. I have not had anything whatever to do with formulating this measure now before the committee; this comes as a distinct proposition.

Mr. OLIVER. But they must now be considered together?

Admiral WASHINGTON. I was hoping that the personnel amendments which passed the Senate yesterday would be acted on before this bill came up.

Mr. OLIVER. Would not this have to be changed?

Admiral WASHINGTON. Primarily it should be changed by making these officers available for line duty after a limited period of years. I do not believe that there is going to be very much desire to continue flyers solely as flyers, after they get beyond 35 years of age, in the Flying Corps. This bill, as it is proposed, would permit 10 per cent of these flying officers to be rear admirals; there is no limitation in it as to the specific grades. I do not believe that officers engaged in flying should have additional rank for such duty. There are many officers who have had the same experience and been through the same mill and have gone back to take up their regular line duties, yet one gets, while on flying detail, 35 per cent or 50 per cent more pay than his brother officer. The flyers on board ship do a very

limited amount of work, and necessarily will continue this limited scope. The spirit of discontent, if increased rank and pay is preferred for flying officers, will increase and militate very much against the efficiency of the ship or fleet.

You can not have complete efficiency where there is discontent. I do not approve of increased rank nor do I approve of commissions for officers or men on flying detail. I think both of those features are bad. They should be detailed just as we detail other officers to other duties. We have line officers detailed to ordnance duty, detailed to engineering duty, detailed to civil engineering duty, detailed to submarine duty, detailed to destroyer duty, and to many other sorts of duty. Now, we come along with another feature and we propose not only to make what should be still a detail into a separate corps, but to put them with increased rank alongside of their brother officers, who are perhaps doing relatively much more important work and yet getting 35 to 50 per cent less pay. That is bad. There is no question but that the officer attached to the battery or in the engineering department who works constantly throughout the cruise, is doing much more important work for the general good of the Navy and the country than the flier who, perhaps, flies only so many hours a month.

MR. OLIVER. What is the highest grade or rank you contemplate taking, under the general personnel bill, into the Air Corps?

ADMIRAL WASHINGTON. I would not put the question of rank in; I would make them details.

MR. OLIVER. I am speaking of the general personnel bill. I can not separate the two.

ADMIRAL WASHINGTON. Lieutenant is the maximum contemplated.

MR. OLIVER. Senior or junior?

ADMIRAL WASHINGTON. Senior. Ensign, lieutenant, junior grade, and senior lieutenant.

MR. HICKS. One reason for the flexibility was due to the fact that we thought the Secretary would probably not transgress the proprieties and would not have all rear admirals and captains, and that it would be well to let him have some discretion in the matter. It may be very proper to limit it and probably is.

There was another suggestion in regard to the Marine Corps. There is no limitation as to how many should come from the Marine Corps, and Gen. Barnett would like very much to have the specific number stated I think.

GEN. BARNETT. I spoke to you about that in answer to your letter. I would very much prefer the original bill. Under present conditions we would be perfectly sure that a reasonable number would be detailed. I do not think that we could be sure of that. In discussing the matter of aviation I know that the members of the Naval Committee were anxious that the Marine Corps have a certain number of fliers, and I would very much prefer to see this bill with some minimum limit, just so as to indicate the desire of the committee.

I want to say that I am very much in favor of the general provisions of the bill. I agree with Admiral Washington that it should be by detail. I see no occasion for any increase in rank. I do not see why there should be any question of whether he was willing to go or not if he was detailed for aviation duty in the Marine Corps. If I order a man to a Mediterranean station instead of ordering him to Guam, I do not consider that detail; I do not think it is necessary to

consider it. I think that an officer's duty is to perform the duty which is required of him, without any special inducement, except that. I am in favor of the increased pay for actual fliers, because of the great danger with reference to the family.

Mr. HICKS. I want to say the only reason I had in changing the original bill and not mentioning the number that the Marine Corps should have with the flying corps was not due to any desire to cut off the Marine Corps, but to make it sufficiently flexible, so that if the time came for a greater proportionate number of naval officers they could be detailed, or vice versa, but I would not be opposed to placing a limit there if thought desirable, even at the expense of flexibility.

Gen. BARNETT. Then make a lower limit, not to exceed so-and-so.

Mr. HICKS. Unless we put in something of that kind some of the marine officers might feel that they were being sidestepped?

Gen. BARNETT. No; not particularly that. I feel that the sense of the committee has generally been to limit, not by law but by general understanding of appropriation, etc., the strength of the Marine Corps, which has been for a number of years, without any legal form, about one-fifth of the Navy. That seems to be about right and seems to be what is required for the general service. I should like very much to see the same limitation, at least so many marines, so that in forming our estimates from year to year we can at least proceed on the theory we are going to have at least that number of aviators and make our arrangements accordingly. I am not asking for anything for the Marine Corps, only that we can form a definite idea.

Mr. HICKS. Not more than 100 officers and 1,000 men?

Gen. BARNETT. Yes, sir. If that is satisfactory to the committee, I think that would be very satisfactory. That is what I asked in the personnel bill for aviation; I put that in my hearing on the personnel bill because I thought at the present time that was about the number that we needed. Members of the committee have the idea that the marines should do a great deal more in aviation. As you remember, my answer did not agree with you on that, but I can not too strongly urge that I think the time has come for a separate bureau in the Navy Department for aeronautics, and without it I do not think

It is unfortunate that the proposed bill, as drawn, was not considered by the Bureaus of Navigation and Operations together, so that the differences now appearing could have been adjusted and a bill presented with the indorsement of both bureaus.

Admiral WASHINGTON. I have a copy of the bill, which was prepared in the department and which the letter of the Secretary referred to.

Mr. PADGETT. Please put that bill in the record.

Admiral WASHINGTON. Yes, sir.

(The bill referred to by Admiral Washington follows:)

A BILL To create a naval air corps, and a bureau of aeronautics in the Department of the Navy, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there be, and here by is, created and established in the Department of the Navy a bureau of aeronautics which shall be charged with matters pertaining to naval aeronautics and to the naval air corps as may be prescribed by the Secretary of the Navy, and all of the duties of said bureau shall be performed under the authority of the Secretary of the Navy, and its orders shall be considered as emanating from him, and shall have full force and effect as such.

That there shall be a chief of the bureau of Aeronautics, appointed by the President, by and with the advice and consent of the Senate, from among the officers of the active list of the line of the Navy, exclusive of officers detailed for engineering duty only, not below the grade of captain, for a period of four years, and who shall, while holding such position, have the corresponding rank and receive the same pay and allowances as are now or may hereafter be prescribed by or in pursuance of law for chief of bureaus of the Department of the Navy.

That an officer of the Navy not below the rank of commander of the active list of the Navy may be detailed as assistant chief of the bureau of aeronautics in the Department of the Navy, and such officer shall receive the highest pay of his grade, and, in case of the death, resignation, absence, or sickness of the chief of the bureau, shall, until otherwise directed by the President, as provided by section 179 of the Revised Statutes, perform the duties of such chief until his successor is appointed or such absence or sickness shall cease.

That there shall be a chief clerk at a salary of \$2,250 a year, to be paid out of the appropriation for meeting the expenditures required in carrying out the purposes of this act.

That the Secretary of the Navy is authorized to transfer to the bureau of aeronautics civilian, technical, clerical, and messenger personnel assigned to aviation aircraft work under the cognizance of the various bureaus of the Department of the Navy and the unexpended and unobligated portion of all moneys heretofore appropriated for any bureau of the Department of the Navy for use in connection with the functions by this act imposed upon the bureau of aeronautics including the appropriation "Aviation, Navy," are hereby made available for the use of the bureau of aeronautics: *Provided*, That the services of clerks, draftsmen, and other technical services that the Secretary of the Navy may deem necessary may be employed in the bureau of aeronautics: *Provided*, That the expenditures for the fiscal year 1921 shall not exceed \$150,000 for this purpose.

#### AIR CORPS.

That there shall be a naval air corps in the Navy, consisting of not more than 500 officers and warrant officers and not more than 5,000 enlisted men, distributed in such ratings as the Secretary of the Navy may direct: *Provided*, That the number of officers and men comprising the naval air corps shall not in any one year be in excess of the total requirements of the corps for that year as determined by the Secretary of the Navy.

That officers of the Navy and Marine Corps may be temporarily detailed in the naval air corps for such period as the Secretary of the Navy may direct: *Provided*, That during such temporary detail an officer shall retain his regular place on the lineal list of that branch of the service to which he may belong and that both during and after holding such temporary detail in the naval air corps he shall be eligible for promotion at the same time and under the same conditions as though he were not holding or had not held such temporary detail: *Provided further*, That active flying duty in aircraft may be considered as sea duty for purposes of promotion only; and

the decision of the Secretary of the Navy as to what constitutes "active flying duty in aircraft," within the meaning of this act, and "duty involving actual flying in aircraft," within the meaning of the act of March 3, 1915, shall be final.

That warrant officers and enlisted men may be transferred to the naval air corps from the Navy and Marine Corps and from the Navy and Marine Corps to the naval air corps in the discretion of the Secretary.

That for the purpose of meeting the expenditure required in carrying out the purposes of this act there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$25,000 or so much thereof as may be necessary.

That all acts and parts of acts inconsistent with the provisions of this act are hereby repealed.

This act to be effective July 1, 1920.

B. F. HUTCHISON,  
*Captain, United States Navy.*

PHILIP WILLIAMS,  
*Captain, United States Navy.*

A. K. ATKINS,  
*Commander, United States Navy.*

Mr. HICKS. If that is all, Mr. Roosevelt, we thank you very much. We will ask Admiral Taylor if he will come forward.

Gen. BARNETT. Pardon me, Mr. Hicks, but I brought Capt. Cunningham with me and he will answer any questions which you desire to ask.

Mr. HICKS. We thank you very much, General.

**Statement of REAR ADMIRAL DAVID W. TAYLOR, Chief, Bureau of Construction and Repair.**

Admiral TAYLOR. Mr. Chairman, I have gone over this bill and I think it is a very desirable bill. It carries out the purpose of segregating aviation in the Navy, instead of having it carried on by a number of different bureaus and officers whose only common head is the Secretary.

Perhaps it might be interesting to you gentlemen to state just how the present system came in and a little about the back history of the organization of aviation.

About 1913 or thereabouts aviation was virtually handled by a separate office. There was an officer who was at one time under the aide for matériel and who was later under the aide for operations and

the previous system and that we did make progress when the change was made in 1915 was at that time there was practically no knowledge of aeronautical engineering in this country from the material point of view. There was no way of developing or handling a bureau at that time. The existing bureaus did have engineers, not aeronautical engineers, but they did have the engineering knowledge and were able to make the progress.

That is the underlying reason why there was more progress made when we changed from the system of one officer in control to the present system, but I believe that with the wonderful development of aeronautical knowledge and engineering experience—there is quite a lot in the Navy—I think the time has come to segregate it and to handle aviation for a while at least as an independent bureau and also have an independent corps. That is my conviction, Mr. Chairman. I say that in spite of the fact that I believe the Bureau of Construction and Repair would probably lose more under this bill than any other bureau in the department, for I believe that aviation in the Navy would get along better, some years at least for the underlying reason that we have the engineering knowledge and they have had training and are able to segregate it.

Mr. HICKS. Please discuss for a moment your view in regard to a naval air corps and the provision for advanced rank stated by Mr. Roosevelt; what is your opinion?

Admiral TAYLOR. I agree very closely with Mr. Roosevelt. I believe that there should be a naval air corps, a permanent organization filled by temporary commissioned officers. That is not altogether untried in the Government service. We have it in the Army. The Army ordnance and I think other Army corps at present have been filled by temporarily commissioning officers from other branches of the service. The reason why I think there should be a real corps, not simply a conglomeration of various officers, is that aviation will be handled, as it is being handled now, by a number of officers from different corps, some line, some staff, and some Marine Corps, and it is desirable while handling aviation that they should all be on exactly the same basis; that is, as members of the air corps they are temporarily commissioned all upon the same level. They are not naval constructors or marine officers or engineering officers available for duty on shore only or line officers, they are all in one corps pulling together for the common good. I think that is an important feature from the psychological point of view.

As regards the question of commissioning a small proportion of those officers with advanced rank, I agree with Mr. Roosevelt that that is desirable under the present conditions. Incidentally that also has a precedent as regards the Army Staff Corps and has had for a number of years. At the present time the officers who have knowledge of aviation in the Navy are nearly all comparatively junior officers. There was a list furnished for the use of the board as regards the regular officers, showing the rank of the people who have had aviation experience, actual flyers, and it includes two permanent commanders and eight permanent lieutenant commanders only. People who have had actual flying experience. It will be necessary for this corps and for this bureau to have proper standing and be on a par with the other bureaus of the Navy Department, to have certain officers of rank. That is one of the things which is

inevitable in the Navy. There will be two courses taken, either there will be a lot of officers detailed for this work of the rank of commander and captain with no knowledge of aviation and we will get the same trouble we have now or we will have junior officers who will not get the consideration to which the aviation corps and bureau would be entitled.

Mr. PADGETT. How long before the commanders will be promoted to rear admirals?

Admiral TAYLOR. Their permanent rank is commander.

Mr. PADGETT. Their permanent rank is commander now?

Admiral TAYLOR. Yes, sir.

Mr. PADGETT. How long before they will get promoted to captain?

Admiral TAYLOR. I think now they have the temporary rank of captain.

Mr. PADGETT. I am speaking of the regular rank.

Admiral TAYLOR. I have not that data. Capt. McBride, who has studied this list, says that one, perhaps, in two years and the other, perhaps, in four years.

Mr. PADGETT. Then the lieutenant commanders, when will they be promoted to commanders?

Admiral TAYLOR. It will probably come along tolerably soon, but it does not necessarily follow that the officers at the top of the list will be the most desirable to handle the work of this new air bureau. The fact that I wish to bring out is that the actual flying experience in the Navy is confined almost entirely to officers who are now comparatively junior. I think that is the reason for this proposed provision. I do not regard the people aboard ship as coming under this 10 per cent limitation; I should not think it would be the flyers aboard ship who would carry the advanced rank.

Mr. PADGETT. What use would you have for an admiral or a captain in the flying corps, except for ornamental purposes?

Admiral TAYLOR. We have a number of captains.

Mr. PADGETT. Yes. I remember that up to 1916 none of the Staff Corps had any permanent rank above captain?

Admiral TAYLOR. Yes, sir.

Mr. PADGETT. And I was helpful in getting the rank of admiral

what can be done and what can not be done or what should and what should not be done.

Mr. HICKS. In your opinion, Admiral, is it a wise thing that there should be some provision as to the number of different ranks that should be in this corps, based on the present percentage?

Admiral TAYLOR. I think if I had been drafting this bill I would have put in a provision to make the percentages the same, but there is objection to that, it does not allow flexibility, which is very desirable in starting this new undertaking. If you say, for instance, that there shall be a certain percentage of captains, whether you need them or not, it would make it more difficult to detail officers, because there would be, perhaps, no place for a very desirable man in the desired grade.

Mr. HICKS. As far as your experience in aviation goes, you think it would be better without putting any limitation on the rank?

Admiral TAYLOR. I think in starting a new thing like this, which is a new development, it is advisable to allow a certain amount of latitude. It is very hard to legislate without knowing what the situation will be five or six years from now, in aviation particularly. You can legislate with more confidence with regard to the branches of the Navy which have been long established. I do feel personally that the commissioning temporarily of this new corps is important; I think it is much preferable to the detail arrangement and I think that you will get better results in every way.

Mr. PADGETT. Would you limit the commission to the same rank which he held in the line or staff from which he was taken or would you give him one advance, or would you leave that entirely in the discretion of the Secretary?

Admiral TAYLOR. It seems to me that the provisions of the bill would cover that very satisfactorily. Ninety per cent would be commissioned with rank in their regular branch of the Navy with possibly the commissioning of not to exceed 10 per cent, as the bill says, with an advanced rank.

Mr. PADGETT. Would you say one advance or as the Secretary may see fit to advance? Now, if you relieve a captain or a commander or a lieutenant commander, neither one of whom you say is necessarily to be in charge, aviation being largely under the lieutenants and junior lieutenants, would the Secretary of the Navy have authority to take a lieutenant and give him a temporary commission of captain in the Aviation Corps?

Admiral TAYLOR. I think from the point of view of you gentlemen that a limitation of an advance of one grade would be preferable. But I think the cause of aviation would be better advanced if this new corps is established if you would give the Secretary of the Navy a larger latitude. It is the practice in the Army, where we have these advances permitted, to advance one grade. That is prescribed by law, I believe, though I admit I am not familiar with the law.

Mr. PADGETT. That is, to permit of an advancement of one grade?

Admiral TAYLOR. Yes, sir.

Mr. PADGETT. You said a while ago, however, that commanders and lieutenant commanders were not necessarily the ones best qualified and fitted for the aviation service and aviation duties. What I wanted to see was if you contemplated that the Secretary

of the Navy, having broad discretion, would take a lieutenant or a junior lieutenant and commission him an admiral, a captain, or a commander in the new Aviation Corps?

Admiral TAYLOR. Under the wording of the bill he could. And I think it would be desirable to have something arranged, for a time at first, in the way of authority to advance at least two grades. That is a matter, however, that I regard not nearly so vital as that an aviation corps should be commissioned and be put upon the same basis wherever they come from.

Mr. HICKS (presiding). Do you think it would be advisable to put a proviso at the end, as a time limit, that these officers should be temporarily advanced not to exceed a period of five years or something of that kind? What would you think of such a limitation?

Admiral TAYLOR. I think that in five years we would be able to drop that advanced rank altogether.

Mr. HICKS. You think it would not do any injury to the service to have a limitation that at the end of five years these advanced ranks would cease?

Admiral TAYLOR. That that discretion would be withdrawn. I believe that thereafter conditions would be such that they could go into the same grades, but I do believe that they should be temporarily commissioned in the advanced rank.

Mr. OLIVER. Under existing law could not the Secretary of the Navy, and the Bureau of Operations, enlarge the corps along lines outlined in this bill, except as to giving advanced rank to the head of the bureau and those detailed to the corps?

Admiral TAYLOR. I do not believe he could, Mr. Oliver.

Mr. OLIVER. How does this materially differ, except as to authorizing advanced rank for the head of the bureau, and advanced rank to those detailed to the corps, from the existing status of the corps now?

Admiral TAYLOR. The law as it stands I believe specifies the functions of the office of operations very definitely, and it says the business of the department shall be distributed by the Secretary of the Navy among certain bureaus. That has been also construed to mean that the annual appropriations made from year to year by

Admiral TAYLOR. No, sir; nothing, except that I would like to say that the members of the committee who went over this subject in the department, representatives of the different bureaus, especially Capt. McBride, might want to say something.

Mr. HICKS. Admiral Washington, if there is anything further you would care to add we would be glad to have you express yourself in detail.

**Statement of REAR ADMIRAL THOMAS WASHINGTON, Chief,  
Bureau of Navigation, Washington, D. C.**

Admiral WASHINGTON. Mr. Hicks, the letter that I wrote you on April 20, 1920, expresses the two salient features of this matter to which I wished to call attention.

Mr. PADGETT. Have you a copy of that letter?

Admiral WASHINGTON. Yes, sir.

Mr. HICKS. I will put it in the hearing when the reporter writes up his report; that is, unless you wish, Admiral Washington, to have some of the points brought out here now and to give some of the members of the committee an opportunity to discuss same.

Admiral WASHINGTON. I will be glad to have it put into the record.

Mr. HICKS. That will be done.

(The letter referred to is here printed in full in the record, as follows:)

NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
*Washington, D. C., April 20, 1920.*

MY DEAR MR. HICKS: I received your note and a copy of the bill introduced by you, this morning.

The air branch of the Navy must essentially be a line fighting branch, and I do not think it necessary to call your attention to the fact that there should be no demarcation between the fighting men of the Navy. The corps we now have in the Navy are not all essentially fighting corps, and therefore do not exercise command and military authority, and so do not always come in intimate contact with the fighting line. However, naval air men must of necessity be fighting men. They must operate with and work together with the line of the Navy; there should not be even the slightest differentiation.

It is clear that aeronautics will play a very important part in future naval strategy, tactics, and development. The line officer of the future must know a great deal about naval aeronautics in order to handle his squadrons and fleets intelligently, strategically, and tactically, and the naval air man must above all things be a naval officer.

We have had in the past one unsatisfactory experience in operating two fighting corps in close contact, namely, the old Engineering Corps and the line. The benefit to the Navy and to engineering in the Navy was great when this corps was combined with the line. As a workable proposition, you can not have two fighting corps in the naval service. I can not overemphasize or make too strong my objection to this, founded on many years of service in the Navy and of observation of naval conditions. Each vessel in the future may carry several airplanes and several aeronautic officers.

As submarines and as torpedoes began to develop there was, each and every time, talk of the development of separate corps, as was done in the case of the destroyers. It would have been a mistake—and as recognized by all naval officers, a grave mistake—to have made separate corps for these services. They are all component parts of a great naval war machine, and while I am not personally a believer in the term "Jack-of-all-trades," it is a fact that the best naval officer is the best "Jack-of-all-trades," and in order to prevail over our enemies in the future we must be better "Jacks-of-all-trades" than are they.

It would, in my opinion, be a great mistake to separate Naval Aviation from the fighting line of the Navy. It would have no great effect at present, but looking into the future, I can see that it would be a grave cause of dissatisfaction, inefficiency, and waste.

Having in mind the above general remarks, I will now suggest some changes in the bill. The changes suggested are along the lines laid down in general above. On page 2, line 2, after the word "list," insert "of the line" and after the word "Navy," delete the words "or Marine Corps."

There is no further objection until section 4, page 3, line 10, is reached, when this bureau strongly recommends that the following words be inserted, rather than the wording used in section 4:

"NAVAL FLYING CORPS."

"That the first paragraph of that part of the naval appropriation act approved August 29, 1916, providing for a Naval Flying Corps, is hereby amended to read as follows:

"The Naval Flying Corps shall be composed of not more than six hundred and fifty officers, not more than one hundred of whom shall be officers of the Marine Corps, and six thousand enlisted men, not more than one thousand of whom shall be enlisted men of the Marine Corps, detailed from the various ranks and ratings of the Navy and Marine Corps as the Secretary of the Navy may direct: *Provided*, That the number of officers and men comprising the Naval Flying Corps shall not in any one year be in excess of the requirements of the corps for that year as determined by the Secretary of the Navy."

No distinction should be made as between officers on duty with the Flying Corps and officers on duty with any other branch of the Navy. Flying officers already receive 35 per cent additional to their regular pay, and this in itself has been objected to at various times. By giving to persons transferred to that corps, simply because they are so transferred, an advantage because of this fact, as specified in lines 18 to 21 of your draft of April 16, would be to draw sharply a contrast between the Navy and this corps, which is very undesirable. It would give to officers now connected with aeronautics, or who in the future may be so connected, an advantage over officers in other corps, which is not conducive to good feeling and to contentment, nor in my opinion, is such advancement in any way deserving or required.

I find no criticism to any other parts of the bill.

While I think it very unwise to designate this new formation as a Naval Flying Corps, still, in the wording suggested by me, the danger of a separate corps formation is minimized.

The two specific points embodied in this bill which I desire you to consider most carefully are, first, the formation of a fighting corps separate and distinct from the line; and second, drawing a marked distinction in the matter of pay and rank between this corps and the rest of the Navy. These matters are of great importance to the future efficiency of naval personnel and of naval aviation.

England, as you know, has tried the experiment of a separate air service. All reports received in this department in connection therewith are without exception unfavorable to a separate air corps. All authoritative British recommendations favor and recommend the inclusion of flying in the ordinary fighting establishment, as is now included submarine, torpedo, and destroyer work.

The Navy in operation consists of destroyers, of cruisers, of battleships, of guns and torpedoes in action and should in the whole, and in its parts, be commanded and operated by officers of similar education, training, and experience who have a common object to attain, understand the accepted method of attaining that object and work together in full harmony and cooperation to that attainment.

Hoping that the above comments will receive your most careful and considerate attention, I am,

Very sincerely,

THOS. WASHINGTON,

*Rear Admiral, United States Navy, Chief of Bureau.*

HON. FREDERICK C. HICKS, M. C.,  
*House of Representatives, Washington, D. C.*

Admiral WASHINGTON. The matter that Admiral Taylor has referred to, that of advanced rank, is one which causes very much discontent in the Army. As we know, the Army details officers to the General Staff, and to this corps and that corps, and gives them also advanced rank and pay while on many of these details; and I do not know of any other one thing that causes more discontent and criticism in the Army than the fact that frequently a brother officer is detailed

to one of these offices and given higher rank and pay, while other officers of possibly equal or greater ability are unable to secure such details and have to carry on their regular regimental or company work with no increase of rank or pay. It is a very serious objection. When I think of the situation that runs right through the Army because of this privilege, I feel that we do not want it in the Navy if it can be avoided.

Mr. HICKS. To what extent is it done in the Army?

Admiral WASHINGTON. Very generally. They have, for instance, a special law which gives an officer, say, of the grade of captain who happens to command a battalion or a regiment an advance in rank and pay while so commanding. We do not have anything of that sort in the Navy, and we do not want it. There are all sorts of objections to it. In the Army you might also say they are about as we are with our enlisted men; that is, when we give a man a special rating and specially detailed work we give him \$5 or \$10 a month more while so specially detailed; in the Army when they detail a man to the General Staff, say, or to some other work for which it is so authorized, they give him rank and pay accordingly. The character of the work is not changed, but it is a preference to the individual and his brother officer feels it; that is, the one who bears the burden and the brunt of continuing to carry on the regular routine regimental work feels it. And I hope the committee will take that into consideration when it considers this bill.

Mr. HICKS. Your letter brought out several facts and opinions, Admiral Washington. As a general proposition in regard to the proposed establishment of a bureau of aeronautics, are you gentlemen in Navigation in favor or not in favor of the establishment of such a bureau?

Admiral WASHINGTON. I have no objection, if the committee decides to establish one. If you gentlemen decide to establish a bureau of aeronautics, it will meet with no disapproval whatever from me.

Mr. HICKS. But your opinion, I would judge from your letter, is that it is not a desirable thing to do?

Admiral WASHINGTON. I think we have enough bureaus in the Navy now. But I have no reason for objecting to the establishment of another bureau if you gentlemen of this committee think it wise and proper to do it. I do not believe, however, speaking from my personal experience and information, that another corps is necessary. I can see a great many objections to the establishment of another corps, more so than to a bureau. Take, for instance, Admiral Taylor's references to the view that we need admirals to command air stations: Take this bill which proposes that we shall have 6,000 men only and some 600 officers distributed over a wide area and at many stations, and do we want to put a rear admiral over a detachment of 200 men, which would be about the size of an air station? Most assuredly not. I do not know where we are going to have an air station big enough to require a man of the rank of rear admiral; that is, of brigadier or major general of the Army.

Mr. HICKS. Will you give the reasons, more or less briefly, for your objection to the establishment of a bureau of aeronautics or to a flying corps?

Admiral WASHINGTON. I do not object to the bureau, but do object to other corps.

Mr. HICKS. What is your objection to another corps?

Admiral WASHINGTON. It is primarily this: An aeronautical division must be a fighting division. You should not separate that from the division men who fight the guns. If you do separate them and you give him preference you put the other man below so to speak, and it causes discontent. It does not add to the efficiency but results in quite the reverse. The character of the work formed by an aeronautical corps is necessarily going to be of a different scope and less importance to the Navy and the country than the work performed by the man, for instance, who is commanding the ship or fighting the guns. This bill gives him more pay and increased

If we do increase his rank and pay you see how much above his peer officer he will be. I think it would add greatly to the discontent and necessarily produce less efficient results.

Mr. HICKS. Let me ask you in that connection: The main objection you are stressing now is the commissioning in advanced rank the pay it carries, which causes discontent among brother officers. Is that the main point?

Admiral WASHINGTON. That is a part of it.

Mr. HICKS. Suppose that is eliminated and authorization is given to detail men from one service to another, without advanced rank—what would be your objection to that proposition?

Admiral WASHINGTON. That is all right.

Mr. HICKS. Then would you object to a flying corps?

Admiral WASHINGTON. I should hate to see a corps established; it is, a separate corps in the fighting branch of the Navy. As it is now the men in the Navy are all in one class and interchangeable. We can not get this interchangeability if this aeronautical corps is established because we are limited then to the duty assigned solely as to those men assigned to that corps.

Mr. PADGETT. If I understand you, in your opinion, the prime necessity is to coordinate the work of administration—

Admiral WASHINGTON (interposing). Aboard ship.

Mr. PADGETT (continuing). Of the flying corps under one jurisdiction

Admiral WASHINGTON. What would we do with them?

Mr. HICKS. They would be detailed probably to other work in the Navy Department, to other branches of the service.

Admiral WASHINGTON. Then, you would have inexperienced men in the service. These people do not pass out of the flying corps at 32 or 38 and 40 years of age, say, and if you limit the service to 6,000 men, and to 600 officers, where do you take care of the situation? Unless you have some way to get rid of all these people as they grow old and older you will have 6,000 men and 600 officers in the corps; and after 20 years, say, if this bill remains unchanged, you would have officers the most of whom would be over 45 years of age, too old to fly and blocking the entrance of young men who should come in at the bottom as new flyers.

Mr. HICKS. That can be very easily rectified by authorizing the transfer of these men back into the line or the staff.

Admiral WASHINGTON. But you have lost a great deal of their efficiency if you do not authorize that until they reach the age of 55. It ought to be done now. Why not do it now? Let them go in for 5 or 10 years, if necessary, and then come back. I put it at three years, because I think in that length of time you could get in other lots of men who would become perfectly qualified as aviators, and these young men now in as flyers will not then be too old to come into the line for general service.

Mr. HICKS. Let me see if I can get what you are referring to. You would feel if this corps is to be established that it should be done by detailing officers from the line or the staff for fixed periods of time, say, three or four or five years, and that they shall afterwards go back to the service from where they came?

Admiral WASHINGTON. You need not limit them to a particular time. Why not leave it to the Navy Department to say as long as they are effective? In the meantime they will have ample opportunity to qualify for other duty. A man might come back into the line after five years as an aviator and be a thoroughly good engineer or make a good line officer throughout. But if we are not to get them back until they are 50 years of age or more we will not get much out of them.

Mr. OLIVER. What change would you suggest to better coordinate the work of the different bureaus and give elasticity of authority as to changes in details?

Admiral WASHINGTON. I think that the letter I wrote to Mr. Hicks, amending the bill passed August 29, 1916, a little amplified, would meet all of the necessities of the case. That would read this way:

The Naval Flying Corps. \* \* \*

I have written the word corps in there because if it is the intention of the committee to have a corps I leave it unchanged.)

\* \* \* shall be composed of not more than 650 officers, not more than 100 of whom shall be officers of the Marine Corps, and 6,000 enlisted men, not more than 1,000 of whom shall be enlisted men of the Marine Corps. \* \* \*

(That seems to meet Gen. Barnett's idea.)

\* \* \* Detailed from the various ranks and ratings of the Navy and Marine Corps as the Secretary of the Navy may direct: *Provided*, That the number of officers and men comprising the Naval Flying Corps shall not in any one year be in excess of the requirements of the corps for that year as determined by the Secretary of the Navy.

Mr. HICKS. That is practically, I think, the provision I had in my first draft, isn't it?

Admiral WASHINGTON. Very nearly so.

Commander McCAIN. And that draft was about right.

Mr. HICKS. Admiral Washington, would you approve the first draft of my bill?

Admiral WASHINGTON. I have not the first draft. The Secretary of the Navy appointed a board, and that board went into it carefully, and they drew up a bill which I believe the Secretary transmitted to you, at least I have a copy of it here, and that does away with the rest of the objections.

Mr. HICKS. Both drafts of my bill were quite different from that drawn up by the board.

Admiral WASHINGTON. Yes, sir. We detail officers to all other duties, and there is no reason why we should not detail them to this. A short time ago, two or three months ago, there was a lack of applications for the Flying Corps, and we sent to the different commanding officers a notice that we wanted more for the flying school at Pensacola. As soon as they got word there was need for them there were many applications, and I think we will have no difficulty whatever in filling this corps with as many men as we want by voluntary detail. The young officers of the Navy are actuated by very high and very proper motives, just as they would have in the same manner if called upon to enter any other department of the Navy and discharge the duties desired to be performed of them. After they have had a tour—and I mean by tour that they have passed through stages of instruction and become qualified aviators—then they can go back to their regular duties in the line and aboard ship. In the meanwhile if the Navy needed their services as aviators we would have them and we could have a splendid Navy by reason of these all-round qualified officers. At the present time we have a limited number of flyers of the Regular Navy, something like 78, I believe, and that is due largely to the fact that we more greatly needed officers for something else more important during the war. We can get hereafter all the volunteers we want from graduates of the Naval Academy and from young men outside, and I apprehend no difficulty whatever keeping

Mr. HICKS. If he were detailed under the provisions mentioned in your letter when he becomes too old to fly he could be sent back into the service from which he came, but as I understand you you do not think it can be done under my bill?

Admiral WASHINGTON. No; I mean that we can transfer him back to the class of duty from which he came before he gets too old to again take it up. I do not want him to go back into his former job when he is too old to properly discharge the duties thereof.

Mr. HICKS. You do not think under the last draft of my bill that can be done?

Admiral WASHINGTON. Not if we commission these men and keep them in a flying corps. If we put them in by detailing them there and then bring them back, all right. But as I understand it if you commission a man as a flying man he is commissioned that way for life unless the law states the commission shall continue for only so many years.

Mr. HICKS. I am free to confess that my opinion, and certainly my intention, was that an officer commissioned under the provisions of my bill would not be permanently commissioned in the Flying Corps; that it was only temporary, and that later he could be sent into some other branch of the service. To sustain my opinion let me quote from line 22, page 3, "That officers of the Navy and Marine Corps shall be temporarily commissioned in the Naval Air Corps for such period as the Secretary of the Navy may direct."

Admiral WASHINGTON. An officer can not be deprived of his commission except by due process of law. If you commission a man as an aviator I do not see how you are going to take that commission away from him.

Mr. HICKS. It was not my intention to have these officers permanently in the Flying Corps. Capt. McBride, what would be your opinion about that?

Capt. McBRIDE. I think the intention of the bill is quite clear that they should be commissioned temporarily in this corps "for such period as the Secretary of the Navy may direct," and that they may be commissioned for a specified term of years. The bill as first drawn up by the Navy Department conference proposed that they should be temporarily commissioned in the Naval Air Corps for three years, with the proviso that in any individual case this term might be curtailed or extended at the discretion of the Secretary of the Navy. That was stricken out at the instance of those officers in the conference who were opposed to the formation of a flying corps. I was done by the men who were opposed to the formation of a flying corps at all, sir. I might point out here that if the word "detail" instead of "commission" is used there is no necessity for a law on the subject at all: a corps simply filled up by detail exists not at all except in name and its only effect is to limit the number of officers and men who may be called on for aviation duty.

Commander McCAIN. Under the law of 1916 only 150 officers could be detailed. Under this bill 600 officers can be detailed.

Capt. McBRIDE. There is where the difference between detailing and commissioning that comes in.

Mr. HICKS. Admiral Washington, you are under the impression that under the provision as contained in this last draft of mine when an officer is commissioned in this flying corps he is commissioned for life and could not be commissioned in any other branch of service?

Admiral WASHINGTON. Unless the bill is changed.

Mr. HICKS. That is what I say. Admiral Taylor, what would be your opinion about that?

Admiral TAYLOR. I understand the bill to say "temporarily commissioned," and I do not understand the word temporary to mean permanent.

Admiral WASHINGTON. There is a difference in the meaning, but the objection to commissioning remains—

Admiral TAYLOR. The bill says "temporarily commissioned," and therefore is in the discretion of the Secretary of the Navy.

Mr. HICKS. You think, Admiral Taylor, that, as I have it in the last draft of the bill, after a man becomes too old to fly he can be detailed to some other branch of the service?

Admiral TAYLOR. As far as the wording of the bill is concerned his relations with other branches of the service would be exactly the same as if detailed temporarily instead of being commissioned temporarily.

Admiral WASHINGTON. Mr. Hicks, after a man gets too old to fly what shall we do with him? As Chief of the Bureau of Navigation that duty falls upon me as to where that officer can be placed. If that man has the rank of lieutenant commander, and I am discharging the responsibility of detailing that officer to some other duty, and he has no knowledge of the duties of the position that I want him for, his life having been spent in flying, where shall I put him? Shall I say to him you will go on the *Tennessee* as executive officer or navigator?

Mr. HICKS. That is what is going to happen anyway.

Admiral WASHINGTON. No, sir; not by detail.

Mr. HICKS. Here is Capt. Craven. He may be in the Aviation Service a year or two longer, out of touch with seafaring life, and at the end of his service with aviation he will be sent back on board ship?

Admiral WASHINGTON. Yes, sir.

Mr. HICKS. Why is his case any different from any other case, whether by detail or commission?

Admiral WASHINGTON. Because taking the case of Capt. Craven, he has not been in the Aviation Service long enough to unfit him for the work of a line officer.

there is a time when on the average all flyers pass their day of usefulness, and that is very much earlier than the age of 64.

Mr. HICKS. You think probably that the best way of overcoming the situation you are speaking of would be to put a limit that the detail shall be at the discretion of the Secretary of the Navy or for a limited number of years?

Admiral WASHINGTON. I should put it at the discretion of the Secretary.

Mr. HICKS. I confess, Admiral Washington, that I think that is exactly what I have done, although I may be mistaken about it. In my own opinion I think I have done in this bill just what you suggest when I provide "for such period as the Secretary may direct."

Admiral WASHINGTON. A man's future is something that concerns him very much and he is going to look ahead.

Mr. HICKS. I am not arguing that point. I want to know if I have not covered in my bill the very point you bring up against it? I think I have, although may be I have not.

Admiral WASHINGTON. It seems to me that this bill does not cover that point clearly.

Mr. OLIVER. Admiral Washington, your replies emphasize the apprehension I have felt about giving authority under the bill now pending in the Senate to take in 500 temporary officers for detail to aviation duties. How do you propose providing for these men in future, so as not to cause discontent?

Admiral WASHINGTON. How would we do what?

Mr. OLIVER. How would you provide for their promotion in future after they have served their time in the Flying Corps?

Admiral WASHINGTON. You mean, how will we provide for them and not for the Flying Corps?

Mr. OLIVER. Yes.

Admiral WASHINGTON. In the discussions we have had before the committee heretofore we have generally stated in about three years they would be examined for duties in the line, as, for instance, we did in the case of the former Engineers, whom we examined for line duty at the end of three years. I believe that the big mass of these young flying men will be able to qualify as line officers.

Mr. OLIVER. What survey have you taken to ascertain what number could qualify for the line after three years?

Admiral WASHINGTON. We have taken nothing except in a rather general way—knowing the source from which they came, and the experience they have had, the mass of them being college boys, the groundwork they have had is just as good on the whole as that of those in the Naval Academy except that the Naval Academy men have a training more professional along our lines. I do not contemplate there would be very much difficulty in the mass of these young men passing the examination necessary to become an officer in the lower grades, and I think they would develop later on.

Mr. OLIVER. If we take them into the regular Navy and later find they can not meet the requirements for line service, there will be very general disappointment.

Admiral WASHINGTON. I do not think that would occur to any extent. Our experience in the past has been that in the course of a comparatively few years we lose sight of the fact that they did not come from the Naval Academy, and they are good officers or otherwise they pass out from one cause or another.

Mr. OLIVER. Is it your idea that under existing law, changed in way you suggest, you could so fix the duties of these officers, detailed for air service, as to prepare them for the examinations which you state will later be given them for the line?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. In other words, their duties would not be necessarily tied to the air service?

Admiral WASHINGTON. Mr. Oliver, for the past several months, since this change in the law has been broached, I suppose almost as far back as the armistice, many of these young men have been preparing themselves for the anticipated examinations. And I have no doubt that if the examinations were to be given to them the first time, say, many of them will be ready and will successfully pass them. Right now there are many temporary officers who have been several months preparing themselves for this examination.

Mr. OLIVER. Take this case: Assume that you pick this number of present temporary officers, and give them lieutenant commissions, how long would they remain in that grade before being given an examination for advance to lieutenant commander?

Admiral WASHINGTON. They would go up as vacancies occurred. They would go up according to the number of people who went up out ahead of them, by death, resignation, and so on. It is gradual promotion to that grade. After they become lieutenant commanders they are picked up by the Selection Board.

Mr. OLIVER. How long must a graduate of Annapolis remain in the service before he can be commissioned as senior lieutenant?

Admiral WASHINGTON. It has been heretofore six years, but those who were in abeyance during the war—three years for an ensign and three years for a junior lieutenant before promotion.

Mr. OLIVER. Take the class graduating in June; how long will it be before they can be commissioned as junior lieutenants.

Admiral WASHINGTON. Under present conditions, with the emergency existing, it would be a very short time probably. Without emergency it would be three years later. In time of peace three years as an ensign and three years as a junior lieutenant; but under present existing circumstances they would probably reach that grade

I do not believe any board would have any thought or desire to let down the bars and put them in simply because of the condition of shortage now existing. There will be no occasion to take in a man unless the board thinks he is thoroughly qualified. I have no reason to doubt the board would exercise very careful scrutiny of the records of these people, laying considerable stress upon the practical records and worth of the older chief warrant officers. It has been our observation heretofore that the most of these officers who come in from the ranks to the line pass to the retired list before they reach the higher grades. Every man has a pretty fair knowledge of his own capabilities, and I think these men usually recognize their abilities and limitations. As Chief of the Bureau of Navigation it would be my idea to put them in no place they were not capable of filling.

Mr. OLIVER. This branch of the Navy will cost a large sum in future if our expectations of its value are anything like correct. I recognize it is important to start right and not have differences in the Navy as to the kind of organization we should have. At the same time the young men detailed or commissioned in this service must feel that the Navy will be fair to them and provide reasonable opportunity for promotion?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. I would say that the lack of concerted effort on the part of naval officers—their evident lack of interest in this branch of the service, has made the committee slow to recommend adequate appropriations. There is no question but what aviation is held back because the thought of the Navy has not yet worked out a satisfactory plan for aviation.

Admiral WASHINGTON. I think you are very correct in that. We have all officers now on an equality of pay and on an equality of rank and that should not be changed by the introduction of a new corps. I do not want any mistake made on either side.

Mr. OLIVER. I do not want to make the mistake of being too conservative and then wake up to a realization of the fact that we have not kept pace with other nations. At the same time I do not want to make the mistake of doing something that is going to bring discontent into the service and be improper.

Admiral WASHINGTON. I was with the British Fleet in time of war when this thing was tried out and it did not work from the beginning. The British admiral found that his scouting and observation was being materially handicapped. I talked with Admiral Beattie personally a number of times about the flying work. I was at a conference they had on board the British flagship, *Queen Elizabeth*, when the Army, the Navy, and another service I do not remember the name of, and also some foreign officers, were at the meeting to consider this joint aviation service, and it was conceded that the Navy could not operate under that joint service. The authorities thrust it on the Navy and made the Navy operate under it, but after a short time what was the result? The Navy was gradually pulled out and Admiral Beattie had entire direction of the air force as far as the British Fleet was concerned. Instructions and directions emanated from him the same as other battleship movements.

Mr. HICKS. You are speaking of the entire air service of Great Britain, of the Army and the Navy together, aren't you?

Admiral WASHINGTON. Yes, sir. They found that the only efficient way in time of war to handle the operations of the air service, is to handle it from the fleet; and they made their air people officers of the line of the Navy, the most of them midshipmen and lieutenants. I do not think I saw anybody above the rank of lieutenant. Those who did their work and came back to the ships and continued their duties on board. It was a detail solely. They have had much more experience than we have had in this matter; and, furthermore, they have had it under the most trying conditions. Our information right now is that within the last few months the British in one of their auxiliary orders recently issued, stated that details would continue to be made hereafter the same as before. By that, meaning, from line officers who would return upon the completion of their details of duty to their regular work at sea. We propose to start something different. Is it not be a mistake?

Mr. HICKS. Is there anything further that you wish to state about this matter, Admiral Washington?

Admiral WASHINGTON. No; I do not think of anything.

Mr. HICKS. Thank you Admiral. In revising your remarks I will endeavor to have you put in anything that you think is pertinent to the matter, and make the matter as complete as you like.

Admiral WASHINGTON. All right; I thank you.

Mr. HICKS. Capt. Craven, we will now hear you.

**Statement of CAPT. THOMAS T. CRAVEN, Director of Naval Aviation, Office of Naval Operations, Navy Department.**

Mr. HICKS. Captain, we want you to give us your views in regard to this bill, either in a general way or in detail, as you may like.

Capt. CRAVEN. I have been over the bill, Mr. Chairman, and to my mind the bill fulfills essential requirements. There are minor things which might be changed, but I think in its essentials the bill is right.

As to some of the statements made by the Chief of the Bureau of Navigation, and to some of the objections he has advanced, I personally take exception to. I think that the Bureau of Navigation

porary assignments, temporary assignments being exactly along the line suggested in this bill as I read it [reading]:

That officers of the Navy and Marine Corps shall be temporarily commissioned in the Naval Air Corps for such period as the Secretary of the Navy may direct.

Mr. HICKS. You rather think that Admiral Washington's criticisms that he would have to keep officers in the Air Service is not well founded, because there is a provision in there to take care of that matter?

Capt. CRAVEN. Absolutely. And furthermore I can not conceive of anybody construing the bill in such a way as to mean we would have a great many rear admirals in the corps. Certainly that would not seem logical to me. I do not think any naval officer would want officers in this corps to remain there indefinitely; and I think it is appreciated by everybody in the Navy that these officers must return to their naval duty after a certain experience in this corps. In that way they will take a knowledge of aviation back into the fleet proper, and also will keep a knowledge of fleet matters into aviation. In other words, detail to the corps should only be for three or four years at the longest. Then an officer should return to his normal duties in the Navy.

Mr. HICKS. Would you suggest putting a limitation of time of detail in the bill or would you leave that to the discretion of the Secretary of the Navy?

Capt. CRAVEN. I think that is a minor point, Mr. Hicks, but whichever ever meets with the least objection would be the correct solution. I think that would be entirely correct, and that the Secretary of the Navy and the Chief of the Bureau of Navigation, together would see that officers are not detailed for an undue length of time, and this would give greater flexibility than if they were given a special direction in that regard. I see no objection, if the committee wishes to put in a limitation, to include it, just as I see no objection to the committee limiting the advanced rank that officers should have. If the committee wishes to put that in the bill, I see no objection to it.

Mr. HICKS. You think it would help you in the service to have these officers temporarily commissioned with an advanced rank?

Capt. CRAVEN. For the time being; yes, sir. The point is this: The idea is not that officers, we will say those afloat, in ordinary duties, should be given increased rank; but at the present time officers detailed to aviation, particularly those interested in the administration of aviation, are all very junior in rank, some belonging to one bureau and some belonging to another. We will take, for example, the Bureau of Steam Engineering; there we have certain officers who are for engineering duties only and who are interested for the time being in aviation matters. We have other officers in the Bureau of Construction and Repair who are temporarily interested in aviation. It may be that if this bill should pass without holding out any particular inducements to those officers that they would say: Our future will be prejudiced by confining ourselves to aviation matters, and we prefer to go back to our legitimate work in engineering matters and with Construction and Repair. And there would be nothing remaining as material for aviation. For that reason it is desirable to give these young officers, I think, special inducements. I think there should be a time within which those inducements would be restricted, as suggested by the Assistant Secretary.

For a long time, as I have testified before this committee heretofore, I was inclined to the idea that a bureau was unnecessary. My view was prompted by the thought that the first thing required of a department was peace among ourselves; that no organization should be made to work when there was a question unsettled as to how to administer it. As time went on the thought has grown out of my office that a bureau should be provided, and I am heartily in accord with the idea that the time now has arrived when it must be.

We have a great deal of trouble making our voices heard, making our voices strong enough so that they will be heard. As it stands now the Director of Aviation, so-called, is assistant to the Chief of Operations, who is really the head of naval aviation. The Chief of Operations has told me he is in favor of this bill practically as it is. Armed with that information I feel in a position to support it. At the present time under the present system the Director of Aviation has only access to the Secretary through the Chief of Operations. That is certainly not to the best interests of aviation. Aviation has a hard time in presenting its cause strongly and sufficiently to the other bureaus. It is looked upon as more or less a side issue.

It has struggled along, and while I believe we have made some progress and are making progress yet I believe we are doing about as much work as we should do in order to get ahead.

HICKS. You have spoken to me about the number of officers that should compose the air corps. Was that number 650?

MR. CRAVEN. Yes, sir.

HICKS. You would rather have that number than to have 600?

MR. CRAVEN. Yes, sir; that is approximately the number we have at the present time.

HICKS. Including the Marines?

MR. CRAVEN. Yes, sir; that is approximately the number we have at the present time. In making the first draft which was submitted at board that convened in the department the number was given 60, but I understand that the committee which drew up the report overlooked the personnel belonging to the bureaus assigned to aviation duties, amounting to nearly 50 men. My sug-

Mr. HICKS. Maj. Cunningham, do you think it would be satisfactory to the Marine Corps if we placed it so that we would have the bill read: Not more than 100 officers of whom shall come from the Marine Corps, and not more than 1,000 men?

Maj. CUNNINGHAM. The provision at the present for 100 officers and 1,000 men will meet the needs of the Marine Corps as they stand to-day. I think we should have at least that many; that that number is necessary. If you want to make it flexible, in case something should come up in the future that they would need more, it would be better to say not less than that. I think the number stated there in the bill is the minimum number that they actually do need. And it is just a question of whether you want to state that number definitely or leave it flexible in case future conditions should come up by which you needed more. I do not believe that they would ever need less than that; in fact, I think that is a moderate estimate of it.

Mr. OLIVER. There would be the same danger that would follow if you wanted to be permitted to take more than 100. It seems to me it would be a serious mistake to place a limit on it. Why should you place a limit of 100 on it when you might want to take care of more?

Mr. HICKS. The reason I eliminated the limitation was to make it elastic; so that they might take more from the Marine Corps or more from the Navy if necessary. My idea would be to have no limitation at all.

Mr. OLIVER. I certainly would not place an upward limitation.

Mr. HICKS. Is there anything else you want to testify about in regard to this bill, or any of the details thereof?

Capt. CRAVEN. No, sir. Those are the only points that occur to me, the most important one being the change from 600 officers to 650 officers.

Mr. HICKS. Mr. Oliver, have you any questions?

Mr. OLIVER. What additional expense will the creation of a separate corps entail?

Capt. CRAVEN. The only thing that I see here is \$10,000 carried for the establishment of the bureau in the department.

Mr. HICKS. The only provision we have is an appropriation of \$10,000, \$2,250 of which is to be utilized for the employment of a chief clerk, the rest of it being for change of officers. We think the detail of other officers to be turned over to this bureau would enable them to carry on the work without any additional sum.

Mr. OLIVER. As to the increase in rank, would not that entail an additional sum?

Mr. HICKS. You mean as to grand total expense?

Mr. OLIVER. Yes.

Mr. HICKS. Well, of course, the increase in rank would necessarily require some additional money.

Mr. OLIVER. Under existing law you now have the personnel detailed for aviation duties that this bureau would have, have you?

Capt. CRAVEN. Yes, sir.

Mr. OLIVER. So really you are not adding to the personnel?

Capt. CRAVEN. No, sir. We have put them aside for this duty.

Mr. OLIVER. Would you require more clerical help?

Capt. CRAVEN. I think not. We are to take over the clerical force doing aviation work in the bureau and assemble them under this one bureau.

**OLIVER.** So that in the creation of a separate air corps, we are increasing neither the personnel nor the clerical help now in it!

**CRAVEN.** No, sir. And I may say, Mr. Hicks, that I believe the position is sound that some provision be made to limit the advancement to one or two grades. You see only 65 officers could be advanced to additional rank, and they should not be advanced more than two grades.

**HICKS.** You are quite convinced it is necessary to have this additional rank, are you? I want to repeat again that it is one feature of the bill with which I am not in hearty accord.

**CRAVEN.** I do not think it necessary but think it highly desirable.

**HICKS.** You think that the aviation department or bureau should not be quite as well handled without it?

**CRAVEN.** No, sir. Personally I do not think it would be any, nor do I think that the provisions of the bill would be a detriment for all of the 10 per cent be promoted at once.

**HICKS.** There are several arguments that we would have in favor of our bill if we did not do that. One would be that there would be absolutely no additional expense except the \$10,000, which would be quite an item of argument in favor of the bill. Another is that without it we would not have the objection which is made to advancing officers, and which is always looked upon unfavorably in the Congress. We would do away with a good deal of the objection. It seems to me there are good reasons for not doing as is provided in this bill in that regard, and unless there is good reason for doing it I would go back to the detail system, I think.

**CRAVEN.** The point is that as it stands to-day the detail system obtains and the whole situation is controlled by another department. It may be that the establishment of this aviation bureau would give to aviation sufficient authority, sufficient position, so that it would be in better shape than it is to-day to force its demands upon the War Department. It may be that such would be the case, and it may be that such would not be the case; but certainly a scheme such as this must be changed—where the whole control of the aviation

the officers present would like to speak on the bill we would like to hear them or they may send in their testimony to be printed in record.

**Statement of COMMANDER A. C. STOTT, of the Bureau of Ordnance, Navy Department.**

Commander STOTT. Mr. Chairman, Admiral Earle sent you a letter which he had prepared giving his views on the legislation proposed in this bill, inasmuch as he found he could not be present in person.

(The letter referred to is here printed in full in the record as follows:)

NAVY DEPARTMENT,  
BUREAU OF ORDNANCE,  
Washington, April 22, 1920.

MY DEAR MR. HICKS: Replying to your letter of April 27, 1920, relative to the bill, H. R. 13648, to create a bureau of aeronautics and a naval air corps in the Department of the Navy, I wish to say that I will be unable to be present at the hearings, but am sending you a representative of the bureau, Commander A. C. Stott, United States Navy.

Personally I have always felt that aeronautics could work and work well without creating a separate bureau. It would be necessary to change the organization slightly in the department by giving the Chief of Operations a little more authority and an assistant for aeronautics, who would have requisite authority over the bureaus to coordinate them and get things done according to his desires. However, that the Secretary has decided that as a matter of policy we must create a bureau of aeronautics.

Taking the new bureau for granted, the bill appears to me that it is not so sweeping and will tend to establish in the Navy a separate corps, which is not to my mind.

The bureau of aeronautics and its chief should occupy the same place in the Department as do the chiefs of the other bureaus. The chief of the Navy air corps should not be a separate corps at all, but should be considered as an officer, all of whom are eligible for promotion with the regular line of the Navy. In other words, details to the Navy air corps should include details to and including the rank of commander, and above that rank they should be detailed to do regular duty of the line. While detailed to the Navy air corps they should not be given any temporary rank but should retain their regular rank. High officers in the corps would be those made chief of bureau, and assistant chief. In other words, efforts should be made not to create a separate organization for the Marine Corps; to express it differently, an officer should be detailed to the air corps in the same manner as he is ordered to battleships, destroyers, or so.

So far as transferring parts of material bureaus intact to the new bureau it would be a mistake to transfer any functions of the Bureaus of Navigation and Accounts, Medicine and Surgery, Yards and Docks, and Ordnance. These bureaus should function in the same manner as they do now. The new bureau of aeronautics should be in a position then to coordinate and direct the construction of aircraft and all its appurtenances, and have its public works from the Bureau of Yards and Docks, its bills paid by the Bureau of Supplies and its ordnance material furnished by the Bureau of Ordnance, and its sick pay by the Bureau of Medicine and Surgery. The Bureau of Navigation has a record of the men in the naval service and the creation of a new organization to take this work seems most undesirable to my mind.

I am not in favor of having a new bureau, as it will result in a large number of depots, stations, and other manufacturing activities being established, and the large additional personnel required, increased expenses, and duplication of effort.

Very truly, yours,

RALPH EARLE  
Rear Admiral, United States Navy

Hon. F. C. HICKS,  
House of Representatives

Commander STOTT. The bill as it is actually worded transfers by the sections having to do with aviation to a new bureau. I think it is not the intention to have such a transfer except along the lines, and if you attempted to transfer parts of certain bureaus it would entail additional expense.

Capt. CRAVEN. I think with regard to that that it would be unwise to take the aviation section out of the Bureau of Ordnance, or out of the Bureau of Yards and Docks, or out of the Bureau of Supplies and Accounts. They would deal with the bureau of aviation just as they deal to-day with other bureaus. That is, those particular bureaus would deal with the new bureau just as they do now with existing bureaus. The aviation section of Construction and Repair, Steam Engineering, and a part of that in Navigation are the ones that should be embraced in this new organization.

Mr. HICKS. Is there anything else that any of you gentlemen wish to present?

Capt. CRAVEN. No; we merely want to make the matter clear.

Mr. HICKS. If any of you gentlemen wish to revise your remarks they may do so, and may add what you think would be of interest to the committee right in line with this investigation.

Capt. McBRIDE. I would like to say a word or two, but as your time is short I will not ask you to give me any time now.

Mr. HICKS. You may prepare anything you wish to present to the committee and if you will send it up to the clerk it will be printed.

Capt. McBRIDE. I thank you.

Whereupon at 1.20 o'clock p. m. the committee adjourned subject to the call of the chairman.)

STATEMENT OF CAPT. L. B. McBRIDE (C. C.), UNITED STATES NAVY, BEFORE A SUBCOMMITTEE OF THE HOUSE NAVAL AFFAIRS COMMITTEE, APRIL 29, 1920.

March 26, 1920, the Chief of Naval Operations called a conference of representatives of his office and of the Bureaus of Navigation, Construction and Repair, and Steam Engineering to prepare a draft of such legislation as might be considered necessary to give effect to the principle that "Aviation in the Navy should be segregated and put under control and direction of a corps formed by temporary detail from all branches of the Navy." I was directed by the Chief Constructor to represent

there is a time when on the average all flyers pass their day of usefulness, and that is very much earlier than the age of 64.

Mr. HICKS. You think probably that the best way of overcoming the situation you are speaking of would be to put a limit that the detail shall be at the discretion of the Secretary of the Navy or for a limited number of years?

Admiral WASHINGTON. I should put it at the discretion of the Secretary.

Mr. HICKS. I confess, Admiral Washington, that I think that is exactly what I have done, although I may be mistaken about it. In my own opinion I think I have done in this bill just what you suggest when I provide "for such period as the Secretary may direct."

Admiral WASHINGTON. A man's future is something that concerns him very much and he is going to look ahead.

Mr. HICKS. I am not arguing that point. I want to know if I have not covered in my bill the very point you bring up against it? I think I have, although may be I have not.

Admiral WASHINGTON. It seems to me that this bill does not cover that point clearly.

Mr. OLIVER. Admiral Washington, your replies emphasize the apprehension I have felt about giving authority under the bill now pending in the Senate to take in 500 temporary officers for detail to aviation duties. How do you propose providing for these men in future, so as not to cause discontent?

Admiral WASHINGTON. How would we do what?

Mr. OLIVER. How would you provide for their promotion in future after they have served their time in the Flying Corps?

Admiral WASHINGTON. You mean, how will we provide for them and not for the Flying Corps?

Mr. OLIVER. Yes.

Admiral WASHINGTON. In the discussions we have had before the committee heretofore we have generally stated in about three years they would be examined for duties in the line, as, for instance, we did in the case of the former Engineers, whom we examined for line duty at the end of three years. I believe that the big mass of these young flying men will be able to qualify as line officers.

Mr. OLIVER. What survey have you taken to ascertain what number could qualify for the line after three years?

Admiral WASHINGTON. We have taken nothing except in a rather general way—knowing the source from which they came, and the experience they have had, the mass of them being college boys, the groundwork they have had is just as good on the whole as that of those in the Naval Academy except that the Naval Academy men have a training more professional along our lines. I do not contemplate there would be very much difficulty in the mass of these young men passing the examination necessary to become an officer in the lower grades, and I think they would develop later on.

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Mr. OLIVER. This branch of the Navy will cost a large sum in future if our expectations of its value are anything like correct. I recognize it is important to start right and not have differences in the Navy as to the kind of organization we should have. At the same time the young men detailed or commissioned in this service must feel that the Navy will be fair to them and provide reasonable opportunity for promotion?

Admiral WASHINGTON. Yes, sir.

Mr. OLIVER. I would say that the lack of concerted effort on the part of naval officers—their evident lack of interest in this branch of the service, has made the committee slow to recommend adequate appropriations. There is no question but what aviation is held back because the thought of the Navy has not yet worked out a satisfactory plan for aviation.

Admiral WASHINGTON. I think you are very correct in that. We have all officers now on an equality of pay and on an equality of rank and that should not be changed by the introduction of a new corps. I do not want any mistake made on either side.

Mr. OLIVER. I do not want to make the mistake of being too conservative and then wake up to a realization of the fact that we have not kept pace with other nations. At the same time I do not want to make the mistake of doing something that is going to bring discontent into the service and be improper.

Admiral WASHINGTON. I was with the British Fleet in time of war when this thing was tried out and it did not work from the beginning. The British admiral found that his scouting and observation was being materially handicapped. I talked with Admiral Beattie personally a number of times about the flying work. I was at a conference they had on board the British flagship, *Queen Elizabeth*, when the Army, the Navy, and another service I do not remember the name of, and also some foreign officers, were at the meeting to consider this joint aviation service, and it was conceded that the Navy could not operate under that joint service. The authorities thrust it on the Navy and made the Navy operate under it, but after a short time what was the result? The Navy was gradually pulled out and Admiral Beattie had entire direction of the air force as far as the British Fleet was concerned. Instructions and directions emanated from him the same as other battleship movements.

Mr. HICKS. You are speaking of the entire air service of Great Britain, of the Army and the Navy together, aren't you?

**Admiral WASHINGTON.** Yes, sir. They found that the only efficient way in time of war to handle the operations of the air service, was to handle it from the fleet; and they made their air people officers of the line of the Navy, the most of them midshipmen and lieutenants. I do not think I saw anybody above the rank of lieutenant. Those fellows did their work and came back to the ships and continued their duties on board. It was a detail solely. They have had much more experience than we have had in this matter; and, furthermore, they have had it under the most trying conditions. Our information right now, is that within the last few months the British in one of their admiralty orders recently issued, stated that details would continue to be made hereafter the same as before. By that, meaning, from line officers who would return upon the completion of their details of duty to their regular work at sea. We propose to start something different. Will it not be a mistake?

**Mr. Hicks.** Is there anything further that you wish to state about this matter, Admiral Washington?

**Admiral WASHINGTON.** No; I do not think of anything.

**Mr. Hicks.** Thank you Admiral. In revising your remarks I will be glad to have you put in anything that you think is pertinent to the inquiry, and make the matter as complete as you like.

**Admiral WASHINGTON.** All right; I thank you.

**Mr. Hicks.** Capt. Craven, we will now hear you.

**Statement of CAPT. THOMAS T. CRAVEN, Director of Naval Aviation, Office of Naval Operations, Navy Department.**

**Mr. Hicks.** Captain, we want you to give us your views in regard to this bill, either in a general way or in detail, as you may like.

**Capt. CRAVEN.** I have been over the bill, Mr. Chairman, and to my mind the bill fulfills essential requirements. There are minor things here which might be changed, but I think in its essentials the bill is all right.

As to some of the statements made by the Chief of the Bureau of Navigation, and to some of the objections he has advanced, I personally take exception to. I think that the Bureau of Navigation naturally inclines to the matter of administration and personnel unduly, and perhaps does not take cognizance of the advancement of particular details by specialists which, to a certain degree, is absolutely necessary. The point at issue is the organization of a corps. With the bureau system which now exist personnel is detailed to aviation and controlled by the Bureau of Navigation. That means that the Bureau of Navigation controls aviation, because decisions as to who is detailed to the corps or to aviation duty depends entirely on navigation. If navigation looks upon aviation, as the chief of the bureau suggested here a little while ago, as being of lesser importance than other branches, it is not hard to see the character of personnel we may expect to have in aviation, and the number of the personnel which we may expect to have in aviation. Those are just the things which confront us to-day, and will continue to confront us under present conditions. And that is the reason why those who are more particularly interested in aviation would like to have it put on a little more permanent basis; to have a permanent organization with tem-

the parts that relate to the creation of a bureau, but they differ so far as the naval flying corps formation is concerned.

I will ask you, Mr. Secretary, to give us your views in regard to the necessity, if such is the case, for the creation of a bureau of aeronautics.

**Statement of HON. JOSEPHUS DANIELS, Secretary of the Navy.**

Secretary DANIELS. Mr. Hicks, I have given careful consideration to the best way of promoting development and increase of aviation in the Navy. Of course, it has grown steadily; but it was only when the war came on that we learned the great value and importance of aviation in war. To be sure, we had already had the *North Carolina* fitted up, so that it could go with the fleet, and we were making progress and a beginning along lines that promised good results.

But the war taught us that aviation was a vital part of the fighting force. In fact, there are not wanting naval officers who believe that it will be, perhaps, a controlling factor in some wars in the future; it is so easy for an air craft to come over a city and bomb it, that the next war (if there is a next war, which I hope there will not be) may be started in that way, and aviation fighting machines may constitute, at least, the first offensive.

Now, I think that we ought to organize a bureau of aeronautics. I have come to this conclusion very deliberately, and after much consideration. The importance of aeronautics is such now that it ought to be on the same plane as Engineering and Construction and Yards and Docks and other bureaus; and I think the essential need at once is the establishment of a bureau with all the rights and powers of the other bureaus; and I think that you have framed this bill (H. R. 13648), the first, second and third pages, down to the heading "Naval air corps," in terms and provisions that will enable us to make greater progress along wise lines in aviation; and I would venture to suggest that the wisest policy to pursue would be to enact the bill down to line 9 on page 3.

As to the naval air corps, I do not favor the creation of a new corps. I know that it is favored by some of the ablest men in the Navy, who have given you arguments that are strong arguments in behalf of it. But the policy of the Navy has been not to increase corps, but rather to keep them in the present limits. And I advise against the creation of a naval air corps. Even if it were a good thing to do, I think it would be unwise to attempt to do it now. Let us organize the aviation bureau; let us give it everything that you have given it in the first three pages.

Let us start it, if possible, the 1st of July. I believe that if you would confine the bill to that you would be able to get legislation very shortly for the establishment of this aviation bureau, and then when the Congress met in the fall, when you would have more time for legislation, we could then have conferences, and with the experience that we would have gained, we would be in better shape to map out legislation than we are now.

The naval air corps is a new department, and I do not believe that the Navy ought to establish any new corps. I can secure all the men we need by detail, and a bureau that would have authority and responsibility and congressional approval, we could assign all the officers and all the men necessary for aviation duties.

Mr. HICKS. Do you think, Mr. Secretary, if I may interrupt you, under the act of August 29, 1916, which creates a naval flying corps—that that is sufficient authority for you now to detail officers and men to aviation to carry on the work, without new legislation? Mr. Secretary DANIELS. I think that is true, if you pass the bill down section 4, leaving out all about a Naval Air Corps, but providing for the Aviation Bureau. At present there is considerable dissatisfaction among the flyers; they feel, and I share with them the feeling, that aviation has come to be so great a part of the Navy that there should be a bureau of aviation, a place where nothing else is discussed or taken up. And if you make this bureau, with an assignment of officers and an assignment of men, you will give it the dignity and the importance which its great usefulness entitled it to.

Mr. HICKS. You do not think, Mr. Secretary, that the lack of an aviation corps would work as a detriment to the service?

Mr. Secretary DANIELS. Not at all. I think that the establishing of an aviation corps would work more as a detriment than the failure to establish one.

Mr. HICKS. You think that under the present provisions of law officers are amply empowered to detail men and officers for flying duty, without there being specified in the bill, a Naval Air Corps?

Mr. Secretary DANIELS. I have not looked in the law, Mr. Hicks, about that. But we are doing it all the while. The specific statute I can recall. But if you establish this aviation bureau—if there is no doubt about it, and I will look into the law to see about that—sufficient authority could be placed in this bill. But I think that there would be sufficient authority.

Mr. HICKS. I should think you would have sufficient authority, because as a matter of fact you have a flying corps now, although it is not designated by title.

Mr. Secretary DANIELS. Yes; we have men flying. Now, the difficulty with a flying corps is that you would have men for aviation only. Aviators are like baseball players, for example; they are like men in other occupations which call for young men; and you would have a corps, and when a man becomes 35 or 40 years of age he is not fit for aviation as much as a younger man is. We used to have

Mr. HICKS. Maj. Cunningham, do you think it would be satisfactory to the Marine Corps if we placed it so that we would have the bill read: Not more than 100 officers of whom shall come from the Marine Corps, and not more than 1,000 men?

Maj. CUNNINGHAM. The provision at the present for 100 officers and 1,000 men will meet the needs of the Marine Corps as they stand to-day. I think we should have at least that many; that that number is necessary. If you want to make it flexible, in case something should come up in the future that they would need more, it would be better to say not less than that. I think the number stated there in the bill is the minimum number that they actually do need. And it is just a question of whether you want to state that number definitely or leave it flexible in case future conditions should come up by which you needed more. I do not believe that they would ever need less than that; in fact, I think that is a moderate estimate of it.

Mr. OLIVER. There would be the same danger that would follow if you wanted to be permitted to take more than 100. It seems to me it would be a serious mistake to place a limit on it. Why should you place a limit of 100 on it when you might want to take care of more?

Mr. HICKS. The reason I eliminated the limitation was to make it elastic; so that they might take more from the Marine Corps or more from the Navy if necessary. My idea would be to have no limitation at all.

Mr. OLIVER. I certainly would not place an upward limitation.

Mr. HICKS. Is there anything else you want to testify about in regard to this bill, or any of the details thereof?

Capt. CRAVEN. No, sir. Those are the only points that occur to me, the most important one being the change from 600 officers to 650 officers.

Mr. HICKS. Mr. Oliver, have you any questions?

Mr. OLIVER. What additional expense will the creation of a separate corps entail?

Capt. CRAVEN. The only thing that I see here is \$10,000 carried for the establishment of the bureau in the department.

Mr. HICKS. The only provision we have is an appropriation of \$10,000, \$2,250 of which is to be utilized for the employment of a chief clerk, the rest of it being for change of officers. We think the detail of other officers to be turned over to this bureau would enable them to carry on the work without any additional sum.

Mr. OLIVER. As to the increase in rank, would not that entail an additional sum?

Mr. HICKS. You mean as to grand total expense?

Mr. OLIVER. Yes.

Mr. HICKS. Well, of course, the increase in rank would necessarily require some additional money.

Mr. OLIVER. Under existing law you now have the personnel detailed for aviation duties that this bureau would have, have you?

Capt. CRAVEN. Yes, sir.

Mr. OLIVER. So really you are not adding to the personnel?

Capt. CRAVEN. No, sir. We have put them aside for this duty.

Mr. OLIVER. Would you require more clerical help?

Capt. CRAVEN. I think not. We are to take over the clerical force in aviation work in the bureau and assemble them under this one bureau.

OLIVER. So that in the creation of a separate air corps, we are increasing neither the personnel nor the clerical help now at it?

CRAVEN. No, sir. And I may say, Mr. Hicks, that I believe the position is sound that some provision be made to limit the advancement to one or two grades. You see only 65 officers could be advanced to additional rank, and they should not be advanced more than two grades.

HICKS. You are quite convinced it is necessary to have this additional rank, are you? I want to repeat again that it is one feature of the bill with which I am not in hearty accord.

CRAVEN. I do not think it necessary but think it highly probable.

HICKS. You think that the aviation department or bureau could not be quite as well handled without it?

CRAVEN. No, sir. Personally I do not think it would be necessary, nor do I think that the provisions of the bill would be a detriment for all of the 10 per cent be promoted at once.

HICKS. There are several arguments that we would have in our bill if we did not do that. One would be that there would be absolutely no additional expense except the \$10,000, which would be quite an item of argument in favor of the bill. Another is that without it we would not have the objection which is made to advancing officers, and which is always looked upon unfavorably in the Congress. We would do away with a good deal of objection. It seems to me there are good reasons for not doing as is provided in this bill in that regard, and unless there is good reason for doing it I would go back to the detail system, I think.

CRAVEN. The point is that as it stands to-day the detail system obtains and the whole situation is controlled by another department. It may be that the establishment of this aviation bureau would tend to aviation sufficient authority, sufficient position, so that it would be in better shape than it is to-day to force its demands upon the War Department. It may be that such would be the case, and it may be that such would not be the case; but certainly a scheme such as this must be changed—where the whole control of the aviation

the officers present would like to speak on the bill we would be glad to hear them or they may send in their testimony to be printed in the record.

**Statement of COMMANDER A. C. STOTT, of the Bureau of Ordnance,  
Navy Department.**

Commander STOTT. Mr. Chairman, Admiral Earle sent you a letter which he had prepared giving his views on the legislation proposed in this bill, inasmuch as he found he could not be present in person.

(The letter referred to is here printed in full in the record, as follows:)

NAVY DEPARTMENT,  
BUREAU OF ORDNANCE,  
Washington, April 28, 1920

MY DEAR MR. HICKS: Replying to your letter of April 27, 1920, relative to H. R. 13618, to create a bureau of aeronautics and a naval air corps in the Department of the Navy, I wish to say that I will be unable to be present at the hearings, but am sending, as a representative of the bureau, Commander A. C. Stott, United States Navy.

Personally I have always felt that aeronautics could work and work satisfactorily without creating a separate bureau. It would be necessary to change the organization slightly in the department by giving the Chief of Operations a little more authority, and an assistant for aeronautics, who would have requisite authority over materiel bureaus to coordinate them and get things done according to his desires. I realize, however, that the Secretary has decided that as a matter of policy we must establish a bureau of aeronautics.

Taking the new bureau for granted, the bill appears to me that it is rather wide-sweeping and will tend to establish in the Navy a separate corps, which is undesirable to my mind.

The bureau of aeronautics and its chief should occupy the same places relative to the Secretary and the department as do the chiefs of the other bureaus. The personnel in the Navy air corps should not be a separate corps at all, but should be comprised of officers, all of whom are eligible for promotion with the regular line of the service of the Navy. In other words, details to the Navy air corps should include officers up to and including the rank of commander, and above that rank they should be transferred to do regular duty of the line. While detailed to the Navy air corps they should not be given any temporary rank but should retain their regular rank. The only high officers in the corps would be those made chief of bureau, and assistant chief. In other words, efforts should be made not to create a separate organization such as is the Marine Corps; to express it differently, an officer should be detailed in the Navy air corps in the same manner as he is ordered to battleships, destroyers, or submarines.

So far as transferring parts of material bureaus intact to the new bureau, I think it would be a mistake to transfer any functions of the Bureaus of Navigation, Supplies and Accounts, Medicine and Surgery, Yards and Docks, and Ordnance thereto. These bureaus should function in the same manner as they do now. The chief of bureau of aeronautics should be in a position then to coordinate and direct design, construction of aircraft and all its appurtenances, and have its public works built by the Bureau of Yards and Docks, its bills paid by the Bureau of Supplies and Accounts, its ordnance material furnished by the Bureau of Ordnance, and its sick cared for by the Bureau of Medicine and Surgery. The Bureau of Navigation must keep a record of the men in the naval service and the creation of a new organization to undertake this work seems most undesirable to my mind.

I am not in favor of having a new bureau, as it will result in a large number of new depots, stations, and other manufacturing activities being established, not to speak of the large additional personnel required, increased expenses, and duplication of effort.

Very truly, yours,

**RALPH EARLE,**  
*Rear Admiral, United States Navy.*

Hon. F. C. Hicks,  
*House of Representatives.*

Commander STOTT. The bill as it is actually worded transfers bodily the sections having to do with aviation to a new bureau. I believe it is not the intention to have such a transfer except along certain lines, and if you attempted to transfer parts of certain bureaus it would entail additional expense.

Capt. CRAVEN. I think with regard to that that it would be unwise to take the aviation section out of the Bureau of Ordnance, or out of the Bureau of Yards and Docks, or out of the Bureau of Supplies and Accounts. They would deal with the bureau of aviation just as they deal to-day with other bureaus. That is, those particular bureaus would deal with the new bureau just as they do now with the existing bureaus. The aviation section of Construction and Repair, Steam Engineering, and a part of that in Navigation are the sections that should be embraced in this new organization.

Mr. HICKS. Is there anything else that any of you gentlemen wish to present?

Capt. CRAVEN. No; we merely want to make the matter clear.

Mr. HICKS. If any of you gentlemen wish to revise your remarks you may do so, and may add what you think would be of interest to the committee right in line with this investigation.

Capt. McBRIDE. I would like to say a word or two, but as your time is short I will not ask you to give me any time now.

Mr. HICKS. You may prepare anything you wish to present to the committee and if you will send it up to the clerk it will be printed.

Capt. McBRIDE. I thank you.

(Whereupon at 1.20 o'clock p. m. the committee adjourned subject to call by the chairman.)

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STATEMENT OF CAPT. L. B. McBRIDE, U. S. N., UNITED STATES NAVY, BEFORE A SUBCOMMITTEE OF THE HOUSE NAVAL AFFAIRS COMMITTEE, APRIL 29, 1920

On March 26, 1920, the Chief of Naval Operations called a conference of representatives of his office and of the Bureaus of Navigation, Construction and Repair, and Steam Engineering to prepare a draft of such legislation as might be considered necessary to give effect to the principle that "Aviation in the Navy should be segregated and put under control and direction of a corps formed by temporary detail from all branches of the Navy." I was directed by the Chief Constructor to represent the Bureau of Construction and Repair at this conference. Among other information and data placed before the conference was a draft of proposed legislation prepared in the aviation section of the Office of the Chief of Naval Operations, a copy of which is attached hereto. It was my understanding that this draft bill represented what was considered necessary and desirable by those officers of the department who had had the most active association with aeronautical matters. The conference considered that this bill went further than was desirable in some respects or than would be acceptable to the general service. After considerable discussion, extending over about one week, the conference reported the draft of a bill, a copy of which has already been supplied to the committee.

I did not sign the report of the conference but submitted a minority report, copy of which is attached hereto, inclosure B, as, in my opinion, the proposed bill contained two features which would operate to defeat its object; that is to foster and accelerate the development of aviation for naval purposes.

The same points on which I differed from the conference report have already been the subject of discussion before the committee. The first of these, that is, the fundamental difference between commissioning and detailing officers to a naval air corps, is of much greater importance than the second, which involves the question of advanced rank for a limited number of officers commissioned in the corps.

If officers from other branches of the service are simply detailed to the naval air corps, there will be involved no change whatever from the present system, and Sections IV and V of H. R. 13648 could be stricken out practically in toto, as their prin-

principal effect would be simply to establish by law a limit in regard to the number of officers and men who could be detailed to duty in connection with aeronautical matters, and would thereby be an additional limitation on aviation activities rather than an assistance to their development. The workings of the present detail system are perhaps best illustrated by the fact that at present there are only 38 qualified aviators among the regular officers of the line of the Navy, and this after approximately 10 years of naval appropriations for aviation purposes.

The bad effect of such a small number of qualified aviators in the regular service is not primarily in the field of active flying, as the deficiency has been largely made up through the use of reserve and temporary officers, but is found rather in its effect on the generally well balanced development of the naval service; for such a small body of officers, mostly of junior rank, can not make their influence felt in the service at large to the extent that is necessary to insure the most rapid and successful development of this arm of the Navy, and the effect will be similarly felt in the future when there should be found among the leaders of naval thought and the commanders of our fleets many officers who have a full knowledge and grasp of the possibilities of aviation and its influence on sea power. It is to correct these defects in our present organization that the formation of the naval air corps is considered necessary. This corps can correct these defects only if it has an actual existence in fact and not in name only, as would be the case if we continue simply to detail officers to aviation duty. A second fundamental difference between detailing and commissioning officers in a naval air corps lies in the fact that if detailed, an officer will of necessity continue to perform in connection with aviation only those functions which by law and precedent he is permitted to perform in the Regular Navy by virtue of the commission which he may hold in the line, Marine Corps, or any staff corps.

In other words, if detailed to the naval air corps, an officer will continue to be a line officer, a marine officer, a constructor, a paymaster, etc., first, and an aviator or an aeronautical engineer second; whereas, if commissioned, each one will be first and foremost a commissioned officer of the naval air corps and available for any duty in connection with aeronautical matters to which he may be assigned during the tenure of his commission. Many officers who now are, or will be in the future, detailed to aviation duty entered the service before aviation had appeared as a factor in warfare. In the development of such a new art it is essential that there should be the greatest freedom in the employment and assignment of personnel. Every unnecessary restriction, either by legislation or Executive order, can only serve to restrict the freedom of development and require procedure only on lines established by precedent and custom. Without entering into the broad field of discussion in regard to the desirability or otherwise of establishing a naval air force as an independent branch of the Government, which I am strongly of the opinion is highly undesirable, I believe that the only way in which the Navy can justify its opposition to such a proposal is by establishing within its own organization a strong and active corps which will have complete freedom of action in the development of aeronautics, bounded only by such restrictions as may be absolutely necessary to maintain the integrity of the fundamental principle that the Navy must be responsible for the national defense at sea, utilizing therefor every new development of science whether it be applicable to operations on the surface, under the surface, or above the surface of the sea.

The second point in question in the bill under consideration by the committee is that of permitting the commissioning in the naval air corps of a limited number of officers with advanced rank. It is recognized that as a general question this procedure is an undesirable one, but appears to me to be essential at the present time, at least, if the naval air corps is to perform successfully the functions for which it is proposed. Necessarily, and entirely properly, the power and influence of an officer in any military organization is dependent upon his rank. This principle is practically universal and its workings are best illustrated in time of war when stress of emergency serves to break down the usual barriers to quick advancement. Of the 38 officers of the regular line of the Navy who are qualified aviators, 2 hold the permanent rank of commander, 8 that of lieutenant commander, and the remainder lieutenant or below. If a naval air corps is formed without some provision for commissioning at least a limited number of officers with advanced rank, either the corps will exercise small influence in the general naval service and its development due to lack of adequate rank in the corps, or the corps itself will be controlled by officers possessing the adequate rank but lacking active and long experience in aeronautical matters. What appears desirable is that the control of the new corps should be in the hands of a body of officers composed of both older officers of mature judgment and long experience in the naval service and younger officers who possess experience in aviation and whose enthusiasm and belief in the possibilities of the art will insure rapid progress. It is for officers in this second category that some advanced rank is desirable.

This condition will be most acute for the next five years, but will not by any means have disappeared even then, due to the inadequate number of qualified aviators now on the list of the regular service. This arises from the fact that even after five years the selection of officers of adequate rank for high administrative and executive positions in the naval air corps will be severely restricted, for it must be borne in mind that under the provisions of the proposed law it is not the intention that officers shall serve permanently or continuously in this corps, but shall return from time to time to their regular duties in that branch of the naval service in which they permanently belong; so that of the 33 officers now on the list probably not more than half will be available at any particular date in the future for assignments in the naval air corps. A secondary reason which exists for permitting this commissioning with advanced rank arises from the provision of law which gives 50 per cent additional pay to officers engaged on "duty involving actual flying." Without the provision for the advanced rank, it will be highly undesirable from a personal point of view for a qualified aviator to accept an important administrative or executive assignment in the Navy Department or elsewhere which would involve the sacrifice of the additional pay which he would receive if he remained on active flying duty.

It is not my understanding that, in recommending the principle that "aviation in the Navy should be segregated and put under control and direction of a corps formed by temporary detail from all branches of the Navy," it is the intent or desire of the Navy Department to establish a corps with a permanent personnel or even a corps in which individuals could serve permanently throughout their naval careers. The desirable accomplishment is the creation of a permanent corps and organization the personnel of which is slowly but constantly changing, this changing being attained by constant recruitment from other branches of the Navy and a constant and equal return of officers from the air corps to their regular naval duties. This accomplishes the double object of building up a corps which changes sufficiently slowly in personnel to permit the formation of an esprit de corps which remains independent of what individuals may form the corps at any specific date and at the same time provides the other branches of the service with an ever increasing number of officers who have extended experience and intimate knowledge of aeronautical matters, thereby increasing their value to the Navy as a whole. The ideal to be attained is, first, that the naval air corps should at all times be made up of officers possessing general naval training and experience which will lead to the development of aeronautics along the lines which will permit it to make the maximum contribution to the maritime arm of the national defense, and, second, that the Navy itself should be controlled and led, both afloat and ashore, by officers who have had sufficient aeronautical experience and training to permit them to utilize all branches of the service in such a manner as to develop the maximum power from all parts when wielded as a unit.

To attain this, it is equally undesirable either to permit too prolonged periods of service in the proposed naval air corps or to make too rigid a restriction on the length of time which an officer can spend in the corps. If a period of, say, three years was specified in the bill, it would result in such inflexible procedure as would not allow an officer to be returned to his permanent branch of the service in less than three years and likewise would not allow him to continue on aviation duty after such a period no matter what strong reasons might exist in individual cases or what desirable course might be dictated by a national emergency. The bill might, however, incorporate a proviso that temporary commissions should be issued for a period of three years, but that in individual cases this period could be curtailed or extended in the discretion of the Secretary. This would indicate clearly the intention of the legislation and at the same time would permit sufficient flexibility for administrative purposes.

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[Inclosure A.]

A BILL To establish in the Navy, a bureau of aeronautics and an aeronautic corps, and to provide for the organization and administration of a United States naval aeronautic corps.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there shall be established in the United States Navy, a naval aeronautic corps, which shall consist of not more than five hundred officers and warrant officers and five thousand enlisted men holding aviation ratings, detailed, appointed, commissioned, and distributed in the various grades, ranks and ratings of the Navy and Marine Corps, as may be decided by the Secretary of the Navy; the said number of officers and enlisted men to be in addition to the total number of officers and enlisted men which are now or may hereafter be provided by law for other branches of the naval service.

SEC. 2. That officers shall be detailed to the naval aeronautic corps for a period not exceeding three years, except by special authorization, in which case the period of duty may be extended: *Provided, however,* That the number of officers detailed to duty in the naval aeronautic corps in any one year, shall be in accordance with the requirements of the corps as determined by the Secretary of the Navy, and that the officers so detailed from the Navy and from the Marine Corps, shall not exceed the total number herein prescribed for the naval aeronautic corps. Officers so detailed shall be temporarily commissioned for the period of detail in the grade prescribed by the Secretary of the Navy: *Provided,* That the vacancies in the aeronautic corps shall be filled in accordance with the needs of the service.

SEC. 3. That while detailed to the aeronautic corps officers may be ordered to perform any duty in connection with aircraft, aviation schools, naval air stations, training of aviation personnel, operation of aircraft and aviation duties on board ships fitted with aircraft, or any other kind of aviation development: *Provided,* That officers of the naval aeronautic corps, except permanent Engineer officers detailed from the line of the Navy, are eligible for command of aircraft tenders, aircraft carriers, and other vessels assigned primarily for aircraft duty: *Provided further,* That when detailed to the naval aeronautic corps officers shall retain their place with respect to other line or staff officers, that they shall be subject to no loss of numbers on account of such service, that they shall be eligible to promotion without restriction on account of such service, and that duty involving actual flying in aircraft shall be considered as sea duty.

SEC. 4. That the officers detailed to, and the enlisted men of, the aeronautic corps shall receive the same pay and allowances that are now provided by existing law for officers and enlisted men of the same grade or rank and rating in the Navy and Marine Corps who are detailed to duty involving actual flying in aircraft.

SEC. 5. That the Secretary of the Navy is hereby authorized to designate an officer of the aeronautic corps as "the chief of naval aeronautics," and assign to him cognizance of aviation matters which now come under the cognizance of the various offices and the bureaus of the Navy Department.

SEC. 6. That there shall be established in the Navy Department, a bureau of aeronautics, which shall have cognizance of all matters pertaining to the naval aeronautic corps established by this act, the chief of which shall be the chief of naval aeronautics, who shall have the same rank and status as that of other bureau chiefs of the Navy Department, and who shall be appointed in a similar manner.

SEC. 7. That there be authorized for the bureau of aeronautics, a chief clerk, at a salary of \$2,250 per annum.

SEC. 8. That the duties of the bureau of aeronautics shall comprise all that relates to operating, designing, building, producing, fitting, and repairing of aircraft and their power plants, appurtenances and accessories; all experiments in regard to same, all special aircraft instruments, aircraft radio, armor, armament, accessories, and equipment of every kind; training of aircraft personnel; upkeep, repair and operation of aircraft, naval air stations, and aircraft facilities of every kind. This bureau shall advise the appropriate bureaus of the Navy Department, with regard to special features required for all naval aeronautic development and shall receive the full cooperation of such bureaus in regard to all such matters.

SEC. 9. That the Secretary of the Navy is authorized to transfer civilian, technical, clerical, and messenger personnel now assigned to aircraft work under the cognizance of the various bureaus of the Navy Department to the bureau of aeronautics.

SEC. 10. That all acts and parts of acts, so far as they conflict with the provisions of this act, are hereby repealed.

SEC. 11. So much as may be necessary to carry out the provisions of this act is appropriated out of any money in the Treasury of the United States not otherwise appropriated.

[Inclosure B.]

APRIL 5, 1920.

From: Capt. L. B. McBride (C. C.), United States Navy.  
To: The Chief of Naval Operations.

1. As representative of the Bureau of Construction and Repair on the conference assembled pursuant to the memorandum of the Chief of Naval Operations of March 26, 1920, I desire to recommend certain modifications in the bill creating a naval air corps and a bureau of aeronautics submitted by the conference, for, as drawn, it fails, in my opinion, in the definite accomplishment of the purpose for which proposed, namely, to establish a naval air corps. I recommend that on page 3, line 3, after the word "in" there be inserted the words "grades, ranks and," and that on page 3, lines 10, 12, 15, and 18, the word "commission" be substituted for the word "detail."

2. As it is understood that the Navy Department has already taken the decision to establish a naval air corps, it does not appear necessary to state the strong reasons why, in my opinion, it is necessary and desirable to establish such a corps. To meet these reasons, however, it is necessary that the corps should have substance as well as name. That portion of the bill dealing with the naval air corps appears to establish a corps in name only. This corps should have a definite and permanent organization and status which is not affected by changing officer personnel. To give it such an organization and status, it appears essential that officers while so serving should be definitely commissioned in the corps and not merely detailed, as contemplated in the bill. The detail system has been and is now in use for duty in connection with naval aviation and has not produced the results desired, as is evidenced by the department's decision to create a corps. The issuance of a temporary commission in the air corps to an officer while so serving will not in any way vitiate the desirable and proper principle that as a general rule service in the corps should be temporary rather than permanent, but does result in giving the individual and the organization a more definite and recognized status. This is a familiar and well recognized principle in military organization.

3. To establish the definite entity and influence of such a corps, next in importance to the issuance of separate commissions is that the corps should have at least a semi-permanent distribution of numbers in grades and ranks. While it may not be practicable or desirable to specify the exact percentage distribution of numbers in grades and ranks by statute law, it should be definitely established by law that the distribution in grades and ranks may be made at the discretion of the Secretary of the Navy. In a military service it is proper as well as inevitable that the influence and authority of an officer should be largely dependent upon his rank. At the present time, and to a somewhat lesser extent will be so in the future, officers participating in active flying and with the broad practical experience in matters of aviation are of junior rank. Unless, therefore, it is made discretionary with the Secretary of the Navy to commission officers from other branches of the service in the naval flying corps with advanced rank, one of two conditions will result; either the corps will consist of a very few officers with adequate rank while the great proportion are of low rank, resulting in low prestige and lack of influence, from which the progress of aviation must suffer; or, there will be a large body of officers at the top of the air corps of adequate rank but without practical experience who will dominate aeronautical policy largely to the exclusion of the younger officers who have the practical experience. To obtain the maximum development of this new arm of warfare, it is considered essential that its policy and operation should be controlled by a body of officers of adequate rank among whom are represented not only the mature judgment and experience of older officers, but also the enthusiasm and practical knowledge of officers who still are or have in the immediate past been active aviators.

4. The prime object of this bill should be to foster and encourage in every possible way this new arm of the service and to create a permanent organization made up of officers, temporarily commissioned from other branches of the service and combining adequate rank and experience, whose sole duty and responsibility will be to develop to the maximum the possibilities of aeronautical science for aiding and insuring the national defense on the sea. With the changes recommended above, which will permit of the issuance of temporary commissions in adequate grades and ranks in the naval air corps, it is believed that the object of giving prestige and influence to this branch of the service will be accomplished, and that the details of what duties shall or shall not be performed by this corps can better be left to executive discretion than be incorporated in statute law, which might result in a rigidity of organization undesirable in connection with a rapidly changing and expanding art.

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**Monday, May 17, 1920.**

(The Subcommittee on Aeronautics assembled at 2.30 o'clock p. m., Hon. Frederick C. Hicks, chairman, presiding.)

Mr. Hicks. Mr. Secretary, we appreciate very much having you with us to-day, as we always do. We have asked you to come before us in order to obtain your views on a bill which I have introduced in Congress, for the purpose of creating a bureau of aeronautics and a naval flying corps in the Department of the Navy. I introduced two bills embodying the legislation desired. They are similar in

the parts that relate to the creation of a bureau, but they differ so far as the naval flying corps formation is concerned.

I will ask you, Mr. Secretary, to give us your views in regard to the necessity, if such is the case, for the creation of a bureau of aeronautics.

**Statement of HON. JOSEPHUS DANIELS, Secretary of the Navy.**

Secretary DANIELS. Mr. Hicks, I have given careful consideration to the best way of promoting development and increase of aviation in the Navy. Of course, it has grown steadily; but it was only when the war came on that we learned the great value and importance of aviation in war. To be sure, we had already had the *North Carolina* fitted up, so that it could go with the fleet, and we were making progress and a beginning along lines that promised good results.

But the war taught us that aviation was a vital part of the fighting force. In fact, there are not wanting naval officers who believe that it will be, perhaps, a controlling factor in some wars in the future; it is so easy for an air craft to come over a city and bomb it, that the next war (if there is a next war, which I hope there will not be) may be started in that way, and aviation fighting machines may constitute, at least, the first offensive.

Now, I think that we ought to organize a bureau of aeronautics. I have come to this conclusion very deliberately, and after much consideration. The importance of aeronautics is such now that it ought to be on the same plane as Engineering and Construction and Yards and Docks and other bureaus; and I think the essential need at once is the establishment of a bureau with all the rights and powers of the other bureaus; and I think that you have framed this bill (H. R. 13648), the first, second and third pages, down to the heading "Naval air corps," in terms and provisions that will enable us to make greater progress along wise lines in aviation; and I would venture to suggest that the wisest policy to pursue would be to enact the bill down to line 9 on page 3.

As to the naval air corps, I do not favor the creation of a new corps. I know that it is favored by some of the ablest men in the Navy, who have given you arguments that are strong arguments in behalf of it. But the policy of the Navy has been not to increase corps, but rather to keep them in the present limits. And I advise against the creation of a naval air corps. Even if it were a good thing to do, I think it would be unwise to attempt to do it now. Let us organize the aviation bureau; let us give it everything that you have given it in the first three pages.

Let us start it, if possible, the 1st of July. I believe that if you would confine the bill to that you would be able to get legislation very shortly for the establishment of this aviation bureau, and then when the Congress met in the fall, when you would have more time for legislation, we could then have conferences, and with the experience that we would have gained, we would be in better shape to map out legislation than we are now.

The naval air corps is a new department, and I do not believe that the Navy ought to establish any new corps. I can secure all the men we need by detail, and a bureau that would have authority and responsibility and congressional approval, we could assign all the officers and all the men necessary for aviation duties.

**Mr. Hicks.** Do you think, Mr. Secretary, if I may interrupt you, that under the act of August 29, 1916, which creates a naval flying corps—that that is sufficient authority for you now to detail officers and men to aviation to carry on the work, without new legislation?

**Secretary DANIELS.** I think that is true, if you pass the bill down to section 4, leaving out all about a Naval Air Corps, but providing for the Aviation Bureau. At present there is considerable dissatisfaction among the flyers; they feel, and I share with them the feeling, that aviation has come to be so great a part of the Navy that there ought to be a bureau of aviation, a place where nothing else is discussed or taken up. And if you make this bureau, with an assignment of officers and an assignment of men, you will give it the dignity and the importance which its great usefulness entitled it to.

**Mr. Hicks.** You do not think, Mr. Secretary, that the lack of an air corps would work as a detriment to the service?

**Secretary DANIELS.** Not at all. I think that the establishing of a new corps would work more as a detriment than the failure to establish one.

**Mr. Hicks.** You think that under the present provisions of law you are amply empowered to detail men and officers for flying duty, without there being specified in the bill, a Naval Air Corps?

**Secretary DANIELS.** I have not looked in the law, Mr. Hicks, about that. But we are doing it all the while. The specific statute I can not recall. But if you establish this aviation bureau if there is any doubt about it, and I will look into the law to see about that—specific authority could be placed in this bill. But I think that there would be sufficient authority.

**Mr. Hicks.** I should think you would have sufficient authority, because as a matter of fact you have a flying corps now, although it is not so designated by title.

**Secretary DANIELS.** Yes; we have men flying. Now, the difficulty about a flying corps is that you would have men for aviation only. And aviators are like baseball players, for example; they are like some other occupations which call for young men; and you would have a corps, and when a man becomes 35 or 40 years of age he is not suited for aviation as much as a younger man is. We used to have an Engineering Corps; that was incorporated in the Regular Navy, and I think it was a wise thing to do. I do not think it is wise—and I say that with great respect to the opinion of the gentlemen who have been before you advocating a corps, some of whose judgments I rely upon so fully and completely that when I disagree with them I put a question mark after my opinion—that there should be a flying corps provided for in the bill. On principle, I am opposed to adding any new corps.

**Mr. Hicks.** Mr. Secretary, if you will permit me, I should like to ask you this question: On page 2 of the bill, beginning with line 21, there are several lines that refer to the transfer, under your discretion, of such records, equipment, and facilities now assigned for aeronautic work under the various bureaus of the department, to the Bureau of Aeronautics. Do you see the point that I am referring to—in lines 21 and 22?

**Secretary DANIELS.** Yes.

**Mr. Hicks.** That was my own suggestion. That provision was not in the draft submitted by the officers you asked to consider the

subject. My object in putting it in was to make it a little more positive that this bureau should have these records and this equipment, if, in your judgment, it seemed best for it to have them; in other words, to make the bureau better able to function.

Secretary DANIELS. Certainly; it ought to have them.

Mr. HICKS. You think it is well to put that provision in the bill?

Secretary DANIELS. Undoubtedly.

Mr. HICKS. I find that Admiral Parks rather disliked to have that in the bill, not because of any immediate result, but because he feels that it may some time in the future mean that some public works will be taken out of his bureau, the Bureau of Yards and Docks, and placed in the Bureau of Aeronautics. My answer to him was this: That it is entirely discretionary with you; that you would have entire authority to say whether or not any public works should be in the hands of the Bureau of Yards and Docks or in this new Bureau of Aeronautics.

Secretary DANIELS. I think this wording in the bill [indicating] is very good.

Mr. HICKS. You would approve of that being in there, would you?

Secretary DANIELS. Yes; I think when you make it a bureau you make it just like the other bureaus—the Bureau of Aeronautics.

Mr. HICKS. That is the reason I put in this provision.

Secretary DANIELS. It would be a bureau with the same rights and duties as the other bureaus, and they ought to have all their records, and they ought to have charge of it. Now, of course, we do not turn over to the Bureau of Navigation, for instance, work of the Bureau of Yards and Docks in building barracks, but the Bureau of Navigation has records of how many people it can take care of. I think, under the rules and the practice, this would not take from the Bureau of Yards and Docks or any other bureau anything that belongs to it.

Mr. HICKS. My thought in writing this provision had nothing to do with public buildings; my thought was entirely with regard to records and such equipment as might be used for office work, and facilities of that kind. But Admiral Parks has construed it away beyond the way I had intended that it should be construed.

Secretary DANIELS. I think your construction is right.

Mr. HICKS. That is your impression, is it?

Secretary DANIELS. Yes; I should so construe it.

Mr. HICKS. Then that clears up that point.

As your time is limited, Mr. Secretary, I will ask you this in conclusion: Your statement is that you favor this bill down to line 9 on page 3?

Secretary DANIELS. Yes.

Mr. HICKS. Just as it stands in the bill?

Secretary DANIELS. Well, I favor the provisions. Of course, I have not gone over it so carefully that I could say that I would not change a word in it.

Mr. HICKS. No; I understand.

Secretary DANIELS. But as to the principle, I do not see anything in it that does not carry out the idea that I favor.

Mr. HICKS. Some have thought that the appointment of the head of this bureau should be limited to a line officer of the Navy. But in order to make the selection as elastic as possible I changed the original draft of the bill to "An officer of the active list of the Navy or Marine Corps." What do you think of that change?

Secretary DANIELS. That is better; there ought to be a provision that any officer in the Navy who is most fitted for the duties of the position may be appointed.

Mr. HICKS. As I have stated, that was another change that I made because it seemed to me that the field of selection should be as broad as possible; and the appointment is in the discretion of the President, anyhow.

Secretary DANIELS. Yes; it is in the discretion of the President.

Mr. HICKS. And if we limit it to an officer of the line, that might prevent the appointment of a competent officer in some other branch of the service; and then I think the Marine Corps officers should also be eligible.

Secretary DANIELS. I think it ought to be so that the President could select the best qualified man in the Navy, whether he was a line officer or a staff officer, or an officer of the Marine Corps.

Mr. HICKS. Then that part of the bill meets with your approval, does it?

Secretary DANIELS. That part of it I like very much.

Mr. HICKS. Mr. Padgett, have you any questions?

Mr. PADGETT. No; the questions that the Secretary has answered were along the lines that I brought up the other day about the Aviation Corps.

Mr. HICKS. Mr. Oliver, the Secretary has to leave in a few minutes and I took the liberty of going ahead without you.

Mr. OLIVER. That is all right.

Mr. HICKS. For your information I want to say that the Secretary approves of this bill down to that part which refers to the Naval Air Corps. He is of the opinion at the present time that the creation of a bureau is all that is necessary, and that later, perhaps, legislation can be taken up providing for an air corps; he believes that now a bureau is all that the department needs.

Secretary DANIELS. I do not think it is wise to create a new corps at this time.

Mr. HICKS. Have you any questions, Mr. Oliver?

Mr. OLIVER. No; I have no questions.

Mr. HICKS. Then that is all, Mr. Secretary, and we are very much obliged to you.

if not, he should have—the authority of detailing officers for flying, at his discretion, the idea being that, in the establishment of a corps, as the Secretary very carefully described, aviators, at the age of, say, 35 or 40 years, become more or less unfitted or unsuited for aviation work; that is, for actual flying work. And if they are a part of a flying corps established by law, it would seem to me that we would be building up a tremendous shore establishment of people who were unqualified or unsuited for actual flying, and would be suited only for aviation work at the aviation fields, or something of that kind.

Mr. HICKS. Captain, allow me to interrupt you one moment: I want to ask Mr. Padgett a question. Mr. Padgett, at the present time do you know under what provision of law or regulations the officers and men are detailed to aviation?

Mr. PADGETT. I do not know. We provide for aviation in the appropriation bill; but I would suggest that in this bill you strike out the provisions as to the Aviation Corps, and just give the authority to the Secretary to detail such officers and men to aviation duties as may be required by the service; and I think that will take away any question as to his authority to do that.

I was going to ask, Capt. Hutchison, if you had an aviation corps, when the men reached the age of 35 or 40 years and wanted to be transferred to some other service, might that not bring up a good deal of friction and dissatisfaction, to take them out of the corps with which they had been identified and transfer them to some other corps?

Capt. HUTCHISON. I think it would; yes, sir.

Mr. PADGETT. Would it not have a tendency to break down the esprit of their associates?

Capt. HUTCHISON. I think it would. My thought has been that I hope the time will come when the naval officers in high command, the aviation chiefs and commanders, will have had experience in actual flying, and will be able to appreciate what the flyers are doing, and will understand their tactics and everything else.

Secretary DANIELS. Mr. Chairman, will you excuse me if I make a short additional statement? I have just found this out: The military bill which has passed the House and is now in the Senate turns over to the Army all aviation bases on shore, which would take away Pensacola, Fla., and all other stations.

Mr. HICKS. Yes; I understand that. As soon as I discovered that I saw Senator Lodge and communicated with every other member of the Naval Committee of the Senate, and explained to them exactly what the situation would be if that provision was allowed to remain in the bill. They agreed to take the matter up at once, in an effort to have the situation remedied. This morning I called up Senator Page, the chairman of the Committee on Naval Affairs, and told him again of the situation, and he told me that an agreement had been reached and that the bill would be modified. It is not satisfactory, but some of the teeth have been removed from that provision.

Secretary DANIELS. Yes; the modification takes some of the teeth out, but it still leaves in the bill the provision for the Army regulating naval aviation.

Mr. HICKS. Well, I told them that we hoped that the entire matter would be stricken out; and members of our committee are giving their earnest attention to that matter, for I think if such a limitation becomes law it will seriously hamper our service.

We thank you for calling our attention to it, Mr. Secretary. Capt. Hutchison, you may proceed.

Capt. HUTCHISON. My idea was that the people detailed by the Secretary for flying duty should be detailed for a certain length of time, and then, having completed their aviation detail, would come back into the corps from which they were detailed; they would come back to that corps with the added experience that they had gained in aviation; and in that way, it seems to me, we would be accomplishing the desired result without establishing a separate corps.

Mr. PADGETT. In other words, Capt. Hutchison, you would operate it practically as you do Ordnance now?

Capt. HUTCHISON. Absolutely.

Mr. PADGETT. Or as you do in the case of submarine duty?

Capt. HUTCHISON. Absolutely, or destroyer duty; they are detailed to that for a certain time.

Mr. PADGETT. Or any other line of work in the Navy as it is now organized?

Capt. HUTCHISON. Absolutely the same as for submarine duty; an officer or a man is detailed to submarine duty; after he has completed his submarine duty, at the discretion of the Secretary, he goes back to a battleship, or to other activities.

Mr. PADGETT. The result of that is that you not only have your active men in that line of work, but by this method of training, you have an available reserve?

Capt. HUTCHISON. Yes, we have an available reserve.

Mr. PADGETT. In the general body of the Navy?

Capt. HUTCHISON. Yes.

Mr. HICKS. Let me ask you this question: These officers and men detailed to submarine service, and those other services—the same provision of law or regulations by which they are detailed to those branches of the service would allow the Secretary to detail other officers and men to aviation, would it not? It would seem that that must be the case, under some general law?

Mr. PADGETT. I think that is true; but I suggested, in order to remove any doubt, when you are establishing the Bureau of Aeronautics, a provision could be inserted that the Secretary could detail officers and men, simply repeating what is already the practice.

Mr. HICKS. Yes, I think that a good suggestion. Now, Capt. Hutchison, to summarize what you have testified to: We would assume that the Bureau of Operations would be in favor of a bureau of aeronautics in the Navy Department, but would not at the present time think it wise to create a naval flying corps?

Capt. HUTCHISON. That is the idea, sir.

Mr. HICKS. And so far as the provisions of the bill that pertain to the Bureau of Aeronautics are concerned, do they meet with the approval of Admiral Coontz's bureau?

Capt. HUTCHISON. So far as I have been able to find out, they do. I did not get hold of this bill [indicating] until just before I came down here; and the points that you brought to the attention of the Secretary, in regard to the source from which the chief of bureau might be appointed, I have not, unfortunately, been able to talk with Admiral Coontz about; because, as I say, I got the bill after he went back to the selection board, and I do not know just what his views about that are. When I first read it, it was not in accord with my own views.

However, I see no material objection to it, or at least, no strong objection to it; because, after all, it is in the hands of the Secretary and the President. I believe in every bureau getting the best man to run it, regardless of the particular branch to which he belongs; if he is a good aviator, he ought to be at the head of the Aviation Corps; and if he is a good shipbuilder, he ought to be at the head of the Construction Corps.

The only point is, that I believe aviation is going to be a very important fighting branch of the Navy; and when I first read this provision [indicating] I doubted the advisability of having an officer who does not belong to the fighting branch of the Navy administer a fighting bureau. However, as I say, I see no objection, as it is in the hands of the Secretary and the President to appoint whom they choose. But that is my personal view. I would preferably see an officer of the organization branch of the Navy as head of aviation, for the reason that essentially it will be a fighting bureau.

Mr. HICKS. We would restrict the President as well as the Secretary, if we put in a provision that the head of the bureau should only be a line officer.

Capt. HUTCHISON. Yes, that would be a restriction upon the President and the Secretary. That is whom I would like to see as chief of such a bureau; but I am not in favor of restricting the hands of the Secretary or the President, of course.

Mr. PADGETT. The chief of the bureau here in time of war would not be the active man in directing the fighting force, would he? That would be under operations, would it not?

Capt. HUTCHISON. That would be under operations; and he would be the adviser.

Mr. PADGETT. He would be the adviser, and he would be the manager of that bureau, which would have the construction, repair, maintenance, upkeep, and all of the material, as well as the personnel!

Capt. HUTCHISON. Yes.

Mr. PADGETT. But the operation of it would be under operations, would it not?

Capt. HUTCHISON. Eventually, it would be under operations, in the final say. I do not see any objection to it.

I would like to say, Mr. Hicks, that in case anything should be done about this air corps, there are one or two things about this bill that I am sure that Admiral Coontz is not in favor of, and that I know that I did not like when I saw them. I am speaking of the point about commissioning these officers in the naval air corps in an advanced grade - not more than 10 per cent of them, I believe, the clause provides.

Mr. PADGETT. That is in the air corps?

Capt. HUTCHISON. Yes; in the air corps.

Mr. PADGETT. But the whole corps is to go out of the bill.

Capt. HUTCHISON. If that corps is to go out of the bill, that objection is not pertinent, but if it is written in, I should like to have that considered.

Mr. HICKS. Capt. Hutchison, we are very much obliged to you for your attendance, and also to Admiral Coontz for his interest in the matter.

Capt. HUTCHISON. Thank you.

(The views of the Bureau of Steam Engineering are set forth in the following letter:)

NAVY DEPARTMENT,  
BUREAU OF STEAM ENGINEERING,  
Washington, D. C., May 10, 1920.

THOMAS S. BUTLER, M. C.,  
Member Committee on Naval Affairs,  
House of Representatives.

DEAR MR. CHAIRMAN: On account of the very short notice given me, I was to appear before your committee on April 29, for the hearing on H. R. 13648, introduced by Mr. Hicks, providing for the creation of a bureau of aeronautics and a corps in the Department of the Navy. I understand that the hearing was a success, and hope I am correct in assuming that no action will be taken by the committee such an important departure without further and more extended hearings. If not to be done, I beg to submit the following brief observations respecting the merits of this bill:

One reason that could possibly be advanced for the creation of an additional bureau of these activities must duplicate those of other established bureaus would seem to be the nature of naval aviation. The record does not support such a view, for after carefully the voluminous hearing on aviation, which was held as late as February, and nothing in it that would even suggest that the administration of aviation handled by the Navy Department was not being successfully conducted or that it is lacking any cooperation necessary for success. The reasons for the introduction of this bill must, therefore, be sought in other directions.

The creation of this new bureau will duplicate activities of nearly every bureau in the Navy Department. Although its duties are not specifically defined, being simply charged with matters pertaining to naval aeronautics as may be prescribed by the Secretary of the Navy."

There is no reason for assuming that the Secretary of the Navy will find it necessary to transfer from an existing bureau to this new bureau one activity pertaining to steam engines, and retain in the original bureau other activities. For instance, the Bureau of Steam Engineering is now charged with responsibility for much internal work connected with aircraft engines, and these activities must continue. The same is true of electrical work and of radio work. A duplicate organization is to be established for one of these activities, is it not possible to suppose that it will be done for the others? Such an organization means duplication at every turn, and duplication means expense and reduced efficiency.

The formation of a new bureau carrying on work analogous to that of bureaus now existing, but without the experience of those bureaus or the organization that successfully stood the test of three wars, will, in my judgment, not conduce to efficiency. Every argument that could possibly be used in favor of the creation of a new bureau might with equal force be advanced for the creation of a Bureau of Torpedoes or a Bureau of Submarines.

Naval aviation, like all new activities, has probably suffered from lack of familiarity with it—perhaps from lack of interest in certain quarters—but this

1917

[No. 40.]

A Hearing on the Bill H. R. 7231.

(Also the Bill S. 1743.)

"For the Relief of Matthew McDonald."

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS,  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, February 16, 1920.**

(The Subcommittee on Private Bills being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.)

Mr. PETERS. We will now take up H. R. 7231, a bill for the relief of Matthew McDonald.

**Statement of HON. HOMER HOCH, a Representative in Congress  
from the State of Kansas.**

Mr. HOCH. Mr. Chairman and gentlemen of the committee, this is a bill for the relief of Matthew McDonald. I think it is not necessary for me to take very much of your time to make any statement in addition to what I have put in a brief I have filed with the committee. I may say I have also sent to the committee a supplemental brief on the same case.

I may say that when I introduced this bill I inserted the provision that no pension should accrue prior to the passage of the act.

This is a bill simply to correct a record and remove a charge of desertion. As I have stated in my supplemental brief, I desire the bill to be amended to provide that no pension shall accrue.

Mr. NICHOLLS. Is the man still living?

Mr. HOCH. Yes.

Mr. NICHOLLS. If we should favorably report the bill you are willing that it shall provide that no pension shall accrue?

Mr. HOCH. Yes. I would want to have the bill amended to provide that no pay or pension shall accrue. Mr. McDonald does not want any pension at all.

Mr. KRAUS. You do not desire to have this legislation passed so that there will be any pension benefit whatever?

Mr. HOCH. None whatever.

Mr. KRAUS. You are simply really trying to get a charge of desertion removed from this man's record?

Mr. HOCH. Yes; simply to remove the opprobrium of the record of desertion.

Matthew McDonald was a boy less than 12 years of age; his father was in the Army and he ran away from home and enlisted in the Navy.

Mr. PETERS. Was that in this war?

Mr. HOCH. No; that was in the Civil War. His mother followed after him and he was on a gunboat in the Ohio River. She went to the governor of Ohio and got some sort of a paper from the governor. She got what she thought was some authority. She went to the gun-

boat and took the boy home with her. The boy's name then was entered as a deserter. He stayed with his parent and did not change his name, and no effort was ever made to apprehend him. He stayed at home.

Mr. PETERS. What was the statement of the captain of the ship?

Mr. HOCH. I do not know that the record discloses that. I have filed affidavits as to the facts.

Mr. PETERS. Have you seen a report from the Navy Department? (The following report was referred to:)

DEPARTMENT OF THE NAVY.

*Washington, October 21, 1919.*

MY DEAR MR. CHAIRMAN: In reply to the committee's letter, inclosing bill (H. R. 7231) for the relief of Matthew McDonald, and requesting a report from the department thereon, I have the honor to state that under date of July 14, 1919, the department, in commenting upon Senate bill 1743 "For the relief of Matthew McDonald," made the following recommendation:

"I have the honor to state that the department does not recommend that his record be amended as proposed in this bill.

"The records of the department show that one Matthew McDonald enlisted in the Navy at Cincinnati, Ohio, on June 23, 1863, as a second-class boy, for one year, served in the *Moose*, and deserted from that vessel August 20, 1863.

"In view of the fact that McDonald deserted from the service at a time when his services were most needed, I recommend that Senate bill 1743 be not approved."

Sincerely, yours,

JOSEPHUS DANIELS,

*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

Mr. HOCH. Yes; the Navy Department has reversed this recommendation and is now making a favorable recommendation. This bill has been passed by the Senate.

Mr. PETERS. Does the Senate bill take care of the amendment you referred to a moment ago?

Mr. HOCH. Yes; the Senate bill would do substantially what I seek.

I want to add, in addition, as a personal matter, that I have been acquainted with this man for many years. He lives in the adjoining county and is a splendid citizen. Subsequent to the Civil War he served with credit and fidelity in the Indian wars and is now the national commander of the small organization known as the Survivors of Indian Wars.

Mr. PETERS. Why did the Secretary of the Navy make an unfavorable report on it on October 21, 1919?

Mr. HOCH. That was his first report. You will find a subsequent report which is favorable to it.

Mr. PETERS. In November he wrote this letter:

NAVY DEPARTMENT,

*Washington, November 15, 1919.*

MY DEAR MR. CHAIRMAN: Referring further to the committee's letter, inclosing bill (H. R. 7231) for the relief of Matthew McDonald, and requesting a report from the department thereon, I wish to say that since the record is clear that Matthew McDonald was under 12 years of age at the time of his enlistment in the Navy on June 23, 1863, irrespective of the reason which resulted in his separation from the service prior to the expiration of his enlistment, the department believes that his extreme youth justifies leniency, and therefore gives its favorable indorsement to the bill in question, provided it be amended to correspond with Senate bill 1743, as reported to the Senate on October 11, 1919.

Very sincerely,

JOSEPHUS DANIELS.

Hon. THOMAS S. BUTLER,

*Chairman Committee on Naval Affairs,  
House of Representatives.*

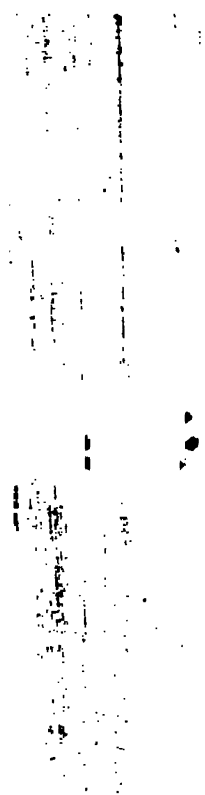
PERSON. How long was this man in the Navy?  
MR. A very short time because his mother followed right  
and took him home.

BRIEF BY MR. HOCH.

a bill for the relief of Matthew McDonald. It sets aside the record of  
discharge and provides that no pension shall accrue prior to the passage

It has been favorably reported one or more times in previous Congresses.  
called here to Report No. 1254, Sixty-third Congress, third session.  
w McDonald was only 11 years, 10 months, and 23 days old when he ran  
and enlisted in the Navy, June 30, 1863, without the consent of his  
ther at the time being away from home as a soldier in the Union Army.  
learning of her son's enlistment, applied to the governor of Ohio for an  
release from the gunboat, then serving in the Ohio River, which order  
and his mother was permitted to take her son home with her, but the  
rities entered his name as a deserter upon the rolls of the Navy.





[No. 41.]

A Hearing on the Bill H. R. 12080,

"To advance Capt. Benjamin S. Berry to the permanent rank of major."

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, February 16, 1920.**

(The Subcommittee on Private Bills, being in session, Hon. John A. Peters, chairman, presiding.)

Mr. PETERS. Gen. Neville is here now, and he can tell us something about the record of Maj. Berry.

**Statement of BRIG. GEN. W. D. NEVILLE, United States Marine Corps.**

Gen. NEVILLE. Mr. Chairman, I was requested to come before your subcommittee and give you what information I can in regard to the record of Maj. Benjamin S. Berry. I know what Maj. Berry's record is, and I think I know the reasons for bringing this case up. In 1910 Maj. Berry was court-martialed for various offences and lost 60 numbers. He was first sentenced to be dismissed and then the Secretary changed the sentence to a loss of 60 numbers on the first lieutenant's list.

Since then his record has been such that this bill was introduced and it ought to receive the approval of the Secretary.

Maj. Berry in his younger days got into trouble, but unlike a good many officers he reformed before he got out rather than afterwards. Since his court-martial I think he has been on five or six expeditions, including three to Cuba, two to Santo Domingo, and one to Vera Cruz.

In June, 1917, he went to France in command of the Forty-fifth Company of the Fifth Regiment. He served in the training area back at Baumont, and also in the occupational lines at Verdun. In the Battle of the Bois de Belleau, in the attack of June 6, he was in command of the Third Battalion of the Fifth Marines, and in the attack he was severely wounded in the arm. I know these facts from personal knowledge because I was in command of the Fifth Marines at that time. Maj. Berry's battalion was to make an attack and take a certain portion of the wood. I received a message from Maj. Berry that his attack had been successful, and I wanted to know the position of the line, and he told me he would go forward immediately and would locate them. As soon as he advanced he was met by the fire of the enemy and wounded. The truth of the matter was that the battalion was nearly wiped out. Notwithstanding his wounds he continued to advance to the front line and located it and remained there several hours, although wounded under fire. Eventually he went to the rear. He received the distinguished service cross, the croix de guerre, and also the French Legion of Honor, which is not stated in the letter of the department approving this bill.



[No. 42.]

A Hearing on the Bill H. R. 3250.

"For the Relief of James Ross."

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES.**

Monday, February 16, 1920.

The Subcommittee on Private Bills being in session, Hon. John Peters, chairman of the subcommittee, presiding:

J. PETERS. We will now take up H. R. 3250, a bill for the relief of James Ross. I will read the report of the Secretary on this bill:

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill H. R. 3250 for the relief of James Ross, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the records in the case of James Ross, acting master's mate, United States Navy, disclose that he was discharged from the naval service as such on July 17, 1863, for incompetency. A thorough investigation of the facts in this case fails to disclose wherein this individual deserves consideration beyond that of a number of other cases which have been referred to the department for its recommendation, and in each instance the department has recommended that they be not favorably considered. The department has constantly opposed legislation of this nature except in specially serious cases, in which category this case does not come. It is therefore recommended that bill H. R. 3250 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

JOHN L. NOLAN, CHAIRMAN, COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

Statement of HON. JOHN L. NOLAN, a Representative in Congress



In June, 1863, one morning Admiral Porter came on board with other officers to go a short distance up the river. We stopped at a landing. My duty was on the upper deck, to pass the word to the pilot. When we had backed out from the landing we had made the pilot said "Ask which way now." I went forward and looked down on the deck below me. Admiral Porter and other officers and my commander were standing together. I said, "Capt. Richardson, the pilot wants to know which way now?" He told me, and I told the pilot. Soon after I heard some one walking behind me. When I turned around it was my commander. He said, "You are drunk." I looked at him and said, "There is nothing the matter with me." He said, "Go to your room." I did so. I did not know what it meant, for I might not had a drink for a month, and I never was drunk while in the Navy. Soon after this we went up to Cairo, Ill. While there I wrote a letter to the commodore that was in Cairo. At that time I told him Capt. Richardson had put me off duty and I did not know what for. The next day my commander passed by me and said, "You wrote to the commodore. I will fire you." But as I was sick with the fever and had been about a month I thought nothing more about it.

Then we went down the river again. One day my commander sent for me. He said, "You wrote to the commodore." I said, "Yes; you said I was drunk and put me off duty." I looked him straight in the eyes and said, "You knew I was not drunk." The look that came in his face at the time was not human. I never seen such a face on any man before. I also told him I had got the fever by being on duty so much. There were only two deck officers. I had to go on watch at 12 at night and I would be on duty until 9 and 10 in the morning, then come on watch at 12 noon until 6 in the evening. Now I will give some of the reasons why my commander might have had for doing what he did. We on the ship called my commander Capt. Richardson. Now he was not a captain. He was a commander, and it may be when I called him captain Admiral Porter may of asked him if his officers addressed him that way, and he did not know what he meant, so came up and put me off duty. Then there was other things he knew I knew. He had a mulatto girl for some time he kept in his room, and one night he had a woman on board dressed in men's clothes. Then in the summer of 1862 there was several bales of cotton came on board and if it was not turned over to the Government it was worth several thousand dollars.

Now about my discharge. One evening the paymaster sent for me. He said, "Ross, you are discharged for disability." As I was sick at the time I thought disability meant my sickness. I never had any discharge in my hand. The next day I was paid off and went up the river to Cairo, Ill. We landed at the receiving ship. They asked for my pass to leave Cairo. I said, "I have no pass." I then took out my papers and said, "I will show you my papers." The papers were my appointment at Cairo, one from Admiral Porter and my commission. The commodore said, "I take them and you will have to wait for a pass." At the end of about three days I received a pass. I asked for my papers and the commodore said, "I will keep them." When I went out of his office Mr. Harvy came out and said, "Ross, if you will wait a few days I will get your papers." He did not know there was no discharge with the papers and I did not know how an officer was discharged, and at that time I was very sick. Mr. Harvy was paymaster on the *Judge Torrance*. When I was made master's mate he was a good friend of mine. The name of the paymaster when I was discharged I do not remember. My commander must have got him to help him. What charges he put against me I do not know or how he did it. There was no hearing of any kind, and when I left my ship I thought they had done me a kindness as I was sick. But the whole was a conspiracy of my commander, well carried out. I have been an officer and master in the merchant marine ever since I came out of the Navy until a few years ago.

Yours, respectfully,

JAMES ROSS.

I also wish to present Mr. Ross's certificate of discharge, which reads as follows:

#### CERTIFICATE OF DISCHARGE.

The records of this bureau show that James Ross enlisted December 19, 1861, and was discharged from the United States naval service June 24, 1863, from the U. S. S. *Judge Torrance*, by reason of his dismissal from the Navy of the United States as acting master's mate on temporary service. This certificate is given upon evidence that the original discharge has been lost or destroyed and in all cases upon the condition imposed

the act of Congress approved February 7, 1890, that it shall not be accepted as a voucher for the payment of any claim against the United States for pay or bounty or other allowances or as evidence in any other case.

By direction chief of bureau.

S. L. MILEY,

*Lieutenant Commander, United States Navy.*

NAVY DEPARTMENT, BUREAU OF NAVIGATION,

*Washington, D. C., January 10, 1910.*

That is this man's case.

Mr. STEPHENS. Do you know anything about it of your own knowledge?

Mr. NOLAN. No; not outside of what he says here, and the fact that he is an inmate of the relief home, and up to the time of the earthquake he seemed to be able to take care of himself. He is very old now and is a charge on the city, and has been for some years. He seemed to be a good, clean old fellow.

Mr. PETERS. Has this matter been before either House heretofore?

Mr. NOLAN. No; not to my knowledge. I have had the case ever since I came here, in 1913.





[No. 43.]

**A Hearing on the Bill H. R. 7817.**

**"For the Appointment of Lieut. Thomas White to the Permanent Dental Corps of the Navy."**

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, February 16, 1920.**

The Subcommittee on Private Bills being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.

Statement by **HON. WILLFRED W. LUFKIN**, a Representative in Congress from the State of Massachusetts.

**Mr. LUFKIN.** Mr. Chairman and gentlemen of the committee, this bill, H. R. 7817, provides for the appointment of Lieut. Thomas White to the permanent Dental Corps of the Navy. The story briefly is this: Some 21 years ago Mr. White enlisted in the Medical Corps of the Navy as a pharmacist's mate, or whatever the rate and title was at that time. Subsequently, as I understand it, while an enlisted man in this service he went to a school in Boston and studied dentistry and became a very good dentist, so good, in fact, that he was made a chief pharmacist's mate, and has been performing all of the duties of a dentist at the yard and also on shipboard, or wherever he was stationed. There are among his papers some indorsements from the highest naval authorities as to his integrity and his ability as a dentist.

For 11 years he served as a dentist with an enlisted man's status; to wit, a chief pharmacist's mate.

The act creating the Dental Corps in the Navy became effective

been introduced. Have you noticed that? You will find a letter among the papers there from Assistant Secretary Roosevelt of the Navy Department.

Mr. LUFKIN. No, sir; I did not see any such letter.  
(The letter is as follows:)

NAVY DEPARTMENT.  
*Washington, August 8, 1919.*

MY DEAR MR. BUTLER: In reply to your letter of the 5th instant. I have the honor to advise that the department has had under advisement the matter of the transfer of Lieut. Thomas White from the temporary to the permanent service, which was covered by a special bill introduced in the House. The department in pursuance of its policy was constrained to recommend that this bill be not enacted into law because it is for the benefit of an individual.

However, the department has under consideration general legislation, which if recommended and enacted into law will give to Lieut. White the opportunity to transfer to the permanent service.

Sincerely, yours,

FRANKLIN D. ROOSEVELT.  
*Acting Secretary of the Navy.*

HON. THOMAS S. BUTLER.  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

Mr. LUFKIN. Well, now, I think that what Mr. Roosevelt had in mind is this general personnel bill which we have had before this committee off and on during the last year. In fact, I talked with Capt. Leigh and, I think, with Admiral Washington as to how that bill as it is at present drawn would affect Lieut. White. The original bill, or the bill as it was originally drawn, they seemed to think would exclude him, and I think there was a matter of a few months or something like that which brought him a few months over the age limit; but the last draft, the typewritten draft which has come, I have looked over that and it seemed to me that it would take care of him. I again asked Capt. Leigh, as I remember, and while he thought that it would, at the same time there seemed to be more or less of a doubt about it. Now, if this committee could favorably report this bill and then if the general legislation could take care of the case, well and good. If it didn't, why, then we would have this bill on the calendar to fall back on.

Unless the doctor is taken care of in one way or another, when the time comes for the Navy to go back to a peace basis, this man who now has a longer service record than any man in the Dental Corps will be compelled to take off his stripes and uniform and go back to the enlisted personnel again, which, I think, we can all agree will be a great deal of a hardship in the case of a man of this sort. He is a very high-grade man. I have met him here. He holds a college degree, and Capt. Edgar, the chief medical officer at Boston, speaks of his work, and of Lieut. White as a man, in the very highest terms possible.

Mr. PETERS. Is his letter there?

Mr. LUFKIN. Yes, sir; this is Capt. Edgar, who is head of the Medical Corps of the first district; that is, the New England district.

(The letter is as follows:)

NAVY YARD, BOSTON, MASS., *April 30, 1919.*

To: Lieut. Thomas White (D. C.), U. S. N. (T).

Subject: Regarding proposed introduction of congressional bill for the rank of lieutenant, Dental Corps, United States Navy.

1. It is a pleasure, in accordance with your verbal request for a possible letter of recommendation to be used for advancement in the Dental Corps, United States Navy, to state that from my acquaintance with yourself in 1898, while you were in the Hospital Corps, United States Navy, to the present date, I have always found you to be dependable, careful, exact, active, and painstaking in the performance of my task that you were performing, and when it is recalled that you were a pioneer in the Dental Corps of the United States Navy, while a hospital steward, and delegated to perform dental work, and knowing the valuable services rendered in this vocation, it seems to be just that you should be given, in recognition of said services, the rank of lieutenant, Dental Corps, United States Navy, and it is sincerely hoped the Navy Department will forward your laudable ambition.

JOHN M. EDGAR,  
*Captain (Medical Corps), United States Navy, Retired.*

Mr. PETERS. The rank he holds now is temporary?

Mr. LUFKIN. Yes, sir.

Mr. PETERS. You say he is the only man in the Navy holding that rank who has risen in that way?

Mr. LUFKIN. Yes, sir; as I understand it.

Mr. PETERS. Well, I think Mr. Lufkin's suggestion is a good one—that we should report this bill favorably.

Mr. LUFKIN. If this were covered by the general bill, it would be very well. I want to say that Lieut. White is not only a good dentist, by reputation, but a gentleman. He is the kind of a man who can go anywhere.

Mr. PETERS. It would be an injustice for him to go back.

Mr. LUFKIN. He simply could not go back.

I want to say, moreover, I have no personal interest in the man. He does not live in my district. His case was brought to my attention by the mayor of Boston.

(Whereupon, the committee adjourned.)





[No. 44.]

**A Hearing on the Bill H. R. 6091.**

**"Granting Authority, on Certain Conditions, to the Secretary of the Navy to Reinstate Armour Simpson Hefley in the Marine Corps."**

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,**

**Monday, February 16, 1920.**

The Subcommittee on Private Bills being in session, Hon. John A. Peters, chairman of the subcommittee, presiding:

Mr. PETERS. The next bill for consideration is H. R. 6091, introduced by Mr. Kraus, a bill granting authority, on certain conditions, to the Secretary of the Navy, to reinstate Armour Simpson Hefley in the Marine Corps.

As I understand it, Mr. Kraus desires to make a statement of the facts and to do it in his capacity as a witness.

Mr. KRAUS. And I prefer not to participate in the deliberations.

**Statement of HON. MILTON KRAUS, a Representative in Congress from the State of Indiana.**

Mr. KRAUS. I would say, gentlemen, that I have known the young man a number of years, and frankly his difficulty was a habit that he acquired while in the service, which is not uncommon with humanity. He was inclined to use too much intoxicating liquor, and as a result of that he was court-martialed and dismissed from the service. From my own knowledge I know that that habit has been entirely eliminated. He was much chagrined and crestfallen because of this action, which smirched his record and injured his prospects in life.

At the outbreak of this war he promptly volunteered in the Army as a private, went to Camp Taylor, and his ability early recognized and after a short time he rose to the highest noncommissioned rank, that of sergeant major. He was then transferred to the Air Division and is now at a camp near Detroit with the commissioned rank of second lieutenant. The young man is desirous of making the service in the Marine Corps his life profession. As a matter of fact, and the record will show this, the Secretary of the Navy on reviewing the facts in the case felt convinced that the young man should be reinstated and wrote a letter to that effect.

Mr. VENABLE. Under what Secretary of the Navy was that?

Mr. KRAUS. Secretary Daniels.

Mr. PETERS. Mr. Kraus, the letter of October 3 from Mr. Daniels is an unfavorable recommendation.

Mr. KRAUS. The whole case was not reviewed then and there is a subsequent letter in which the entire matter is reviewed. Have you that letter here?

Mr. COFFIN. I have.

Mr. KRAUS. As a matter of fact, the Secretary has said that the man should be reinstated and without congressional authority had directed he should be reinstated, and the young man had been wired information to that effect. It was then discovered by the Judge Advocate General of the Navy that under the law such action could not be taken without congressional action. The action of the Secretary of the Navy, as you will see by his most recent letter, is based upon the investigation made of the conduct of the young man in the most recent war and upon an investigation of his reformation. As a matter of fact, this bill would merely give the Secretary authority to do what he undertook to do without authority of law, not knowing that the law did not authorize his action. That is the substance of the matter.

Mr. McPHERSON. As I understand it, the law that was in the Secretary's way is a part of the penalty for a dishonorable discharge from the service. In other words, he is ineligible to reinstatement without Congressional action.

Mr. KRAUS. Yes.

Mr. McPHERSON. In other words, this merely removes from this particular man the disqualification that came as a consequence of the law for his dishonorable discharge.

Mr. KRAUS. Yes; and this bill gives the President authority to reinstate him in the Marine Corps, with the rank—

Mr. McPHERSON. Which he would have had?

Mr. KRAUS. No; at the rank he had at the time of his discharge. The young man has served practically two years in the Army during this war and is still in the service.

Mr. PETERS. The Secretary wrote two letters about this case.

Mr. KRAUS. Yes.

Mr. VENABLE. Here is one of December 3, which is favorable.

Mr. PETERS. On October 3, 1919, he wrote an unfavorable recommendation.

Mr. VENABLE. What is that letter?

Mr. PETERS. It states:

DEPARTMENT OF THE NAVY.  
*Washington, October 3, 1919.*

MY DEAR MR. CHAIRMAN: Further replying to the committee's letter inclosing a bill (H. R. 6091) granting authority, on certain conditions, to the Secretary of the Navy to reinstate Armour Simpson Hefley in the Marine Corps, and requesting the views of the department thereon, I have the honor to inform you as follows:

Under date of February 23, 1918, the department in a letter to the chairman of the Committee on Naval Affairs, House of Representatives, commenting upon the bill (S. 2482) to reinstate Armour S. Hefley as a second lieutenant in the United States Marine Corps, expressed the following views:

"Armour S. Hefley entered the United States Marine Corps on January 6, 1909, as a second lieutenant, and continued in the service until January 7, 1913, when he was dismissed pursuant to the sentence of a general court-martial for drunkenness on duty. This was the second time that Mr. Hefley had been tried by general court-martial.

"This proposed legislation is for the benefit of an individual and therefore of a class to which the department is opposed except in specially meritorious cases. No features of special merit being apparent in this case, it is recommended that the measure be not favorably considered by your committee."

After a careful consideration of the facts in this case, the department recommends that the bill (H. R. 6091) be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

Mr. STEPHENS. Was that October 3 last year?

Mr. PETERS. Yes. On December 3, 1919, the Secretary wrote this letter:

DEPARTMENT OF THE NAVY,  
*Washington, December 3, 1919.*

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing a bill (H. R. 6091) "Granting authority, on certain conditions, to the Secretary of the Navy, to reinstate Armour Simpson Heffley in the Marine Corps," and requesting the views and recommendations of the department thereon, I have the honor to state that in view of the honorable service rendered by this man in the Army during the war with the German Government, the department desires to recommend favorable consideration of this bill, provided it be amended so that in the event that Mr. Heffley is reinstated in the Marine Corps he will be reinstated as a second lieutenant on the active list with the rank and in the same position on the lineal list for promotion that he held at the time of his dismissal, that is, number five on the lineal list of second lieutenants; and further, so that he will be required to establish to the satisfaction of the Secretary of the Navy his mental, moral, physical, and professional qualifications to perform the duties of the grade to which appointed.

In view of the foregoing, the department submits a proposed draft of a bill embodying the amendments which it believes should be made to bill H. R. 6091, and recommends that the proposed draft of a bill herewith attached be enacted into law.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

▲ BILL Granting authority, on certain conditions, to the President to reinstate Armor Simpson Heffley as a second lieutenant in the Marine Corps, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the President be, and he is hereby, authorized by and with the advice and consent of the Senate to appoint Armor Simpson Heffley, a former second lieutenant in the Marine Corps, an officer on the active list of the Marine Corps, with the rank and in the same position on the lineal list for promotion that he held at the time of his dismissal, that is, number five in the list of second lieutenants: Provided, That he, the said Armor Simpson Heffley, shall establish to the satisfaction of the Secretary of the Navy his mental, moral, physical, and professional qualifications to perform the duties of the grade to which appointed: Provided further, That he shall be carried as an additional number in the grade to which appointed or at any time thereafter promoted.*

Mr. PETERS. Mr. Kraus, have you compared the proposed bill of the Secretary with the present bill?

Mr. KRAUS. I think that is the form of the pending bill.

Mr. VENABLE. No; you are mistaken about that. The bill, as handed me, is to put him on the lineal list for promotion to which he would be entitled by reason of the date of his original commission in the Marine Corps. I think the effect of that would be to treat him for the purposes of promotion as if he had been in the service all the time. The department does not agree with that view, and the

department wishes to put him on the lineal list in the position occupied at the time of his severance from the service.

Mr. PETERS. There is also a provision in the recommendation the Secretary, as follows:

*Provided, That he, the said Armor Simpson Hesley, shall establish to the satisfaction of the Secretary of the Navy his mental, moral, physical, and professional qualifications, etc.*

Mr. VENABLE. The physical qualifications part is covered by bill as drawn, but mental and moral and professional are not.

Mr. KRAUS. I had the impression the bill had been reformer meet this suggestion; but I think I had in mind the report of Secretary where the form is suggested.

Mr. PETERS. Do you not think the bill should be amended to conform with the wishes of the department?

Mr. KRAUS. Yes.

Mr. VENABLE. Mr. Chairman, I move that the bill be amended to meet the recommendations of the Secretary of the Navy, and be amended, be favorably reported.

(The motion, being duly seconded, prevailed.)



**SOME RECORD-BREAKING STUNTS OF THE AMERICAN NAVY.**

By MOLLY ELLIOT SEAWELL.

1. Commodore Paul Jones, in the *Bonhomme Richard* fought, on September 23, 1779, the greatest single ship fight the world has ever known. In a decayed old merchant vessel, weakly armed, crammed with prisoners, and continually leaking and burning, he captured the splendid British frigate *Serapis*, new and fully armed and manned.
2. In 57 encounters by sea in feeble naval ships and privateers during the Revolution, the American seamen were victorious 47 times.
3. In 1804-1806, the American Navy cleaned out the pirates of Tripoli, the frigate *Constitution* ("Old Ironsides") being the only wooden ship that ever battered down stone forts.
4. The American Navy has had but four fleet actions, but in each one it captured or destroyed every hostile ship.
5. In the War of 1812-1815, the American Navy captured or destroyed every ship put in the Great Lakes by Britain.
6. The American Navy has never lost but one considerable ship in a single ship fight. This was the frigate *Chesapeake*, which was in no condition either to fight or run.
7. The American Navy has never lost but three considerable ships altogether. It took two British frigates to capture the *Essex* and four to capture the *President*. Meanwhile, the American Navy captured five British frigates in the first eight months of 1812-1815, and the captures in that war were 10 to 1 in favor of the American Navy.
8. The *Constitution* took, during that war over 1,100 prisoners. The American Navy did not lose during the entire war, 1,100 officers, sailors, and marines, prisoners.
9. The American Navy possesses in the *Constitution* frigate the greatest warship that ever walked the ocean floors. She did five unprecedented things. 1. She knocked down the stone forts at Tripoli. 2. She escaped from Admiral Broke's squadron of seven ships, after a four days' chase, without losing a gun, a boat or an anchor. 3. She did up the *Guerrère*, a crack British frigate in 17 minutes after firing the first broadside, wrecking the *Guerrère*, which lost 179 men. 4. She shot every spar out of the *Java* frigate, in a running fight, without taking in her royals—that is to say, she licked her enemy without taking off her coat. 5. She captured the *Cyane* and the *Levant* at the same time, without being raked once, while every broadside she threw was a raking broadside. In addition, she ran the blockade of British ships seven times, she never lost her commanding officer, she never lost a mast, she never went aground, and the largest number of men she ever lost in a fight was eight. She was in commission more than 80 years. "So runs the story of this ship of glory."

10. The American Navy holds the record for the capture of British ensigns on one day, at the battle of Lake Champlain. It beats the capture of 16 by the French at the battle of La Hogne.

11. The American Navy is the only navy in the world which has captured a Royal Standard by capture, at York, Canada, by Commodore Chauncey.

12. The American Navy sent 16 battleships around the world in 1908, ships steaming 43,000 miles without any one of them being damaged and with a loss of only 130 men by desertion out of nearly 10,000 sailors and marines. No battleship of any other nation has circled the globe.

13. No American ship has ever been in the hands of mutineers while in other navies whole squadrons and fleets have been captured by hands of mutineers.

14. There has never been a mutiny of any sort in the Marine Corps of the American Navy. Hence its motto: "Semper fidelis."

15. The rate of desertion is the lowest in the American Navy of any navy in the world.

16. The chest measurement of recruits in the American Navy is the largest of any navy in the world.

17. The mortality tables show that the American sailor is the healthiest man of any navy in the world, and the hardest man in any navy in the world.

18. The rate of education and conduct is the highest in the American Navy of any navy in the world; 90.03 per cent of the American Navy is native born, and 90.08 per cent are American citizens.

19. When three American battleships were at Marseilles, on the last leg of their cruise around the world in 1908, of the men on shore leave on Sunday, 1,200 of these liberty men, sober, sober American sailors and marines, marched in a body, with a band, corps, file closers, etc., to the Cathedral of Marseilles and attended divine service. No such sight was ever witnessed in any navy in the world except the American Navy.

The American Navy has an unbroken record of triumph and conduct. It is the first line of attack and the first line of defense of the country, and has so far succeeded in making a dishrag of its enemies, and then wiping up the sea with that dishrag.

[No. 46.]

REIMBURSEMENT FOR PROPERTY LOST OR DESTROYED  
IN THE NAVAL SERVICE.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

TENTATIVE DRAFT OF A BILL ENTITLED "AN ACT TO PROVIDE  
FOR THE REIMBURSEMENT OF OFFICERS, ENLISTED MEN, AND  
OTHERS IN THE NAVAL SERVICE OF THE UNITED STATES FOR  
PROPERTY LOST OR DESTROYED IN SUCH SERVICE."


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DECEMBER 1, 1919.—Referred to the Committee on Naval Affairs and ordered to be  
printed.

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DEPARTMENT OF THE NAVY,  
*Washington, November 21, 1919.*

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed  
draft of a bill to amend the act of October 6, 1917, entitled "An act  
to provide for reimbursement of officers, enlisted men, and others  
in the naval service of the United States for property lost or destroyed  
in such service."



ances, or bounty. The law, therefore, providing for the reimbursement of officers and enlisted men of the Army for private property lost can not be held to apply to officers and enlisted men of the Marine Corps.

The act of October 6, 1917, entitled "An act to provide for reimbursement of officers, enlisted men, and others in the naval service of the United States for property lost or destroyed in such service," authorizes and directs the Paymaster General of the Navy to reimburse such officers, enlisted men, and others in the naval service of the United States as may have suffered or may hereafter suffer loss or destruction of or damage to their personal property and effects in the naval service, due to the operations of war or by shipwreck or other marine disaster, when such loss, destruction, or damage was without fault or negligence on the part of the claimant, but does not include loss of baggage by officers and enlisted men sustained in shipment under orders by land carriers furnishing the transportation.

In cases of loss or damage by the carrier without fault or negligence on the part of the claimant, the officer or enlisted man in the naval service must replace his private property so lost or damaged practically at his own expense, regardless of the fact that the shipment was made in pursuance of orders directing the change of station over which he had no control, while officers and enlisted men of the Army may, under like circumstances, be reimbursed in an amount over and above that recoverable from the carrier, as provided in the act of March 4, 1915.

The proposed amendment herewith attached will place the officers and enlisted men of the naval service on the same footing with the officers and enlisted men of the Army as regards reimbursement for loss of, or damage to, private property in transit. The department, therefore, recommends that the attached proposed bill to amend the act of October 6, 1917, as hereinbefore set forth, be enacted.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,  
*Acting Secretary of the Navy.*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To amend an act of October 6, 1917, entitled "An act to provide for reimbursement of officers, enlisted men, and others in the naval service of the United States for property lost or destroyed in such service."

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the provisions of the acts of October 6, 1917, entitled "An act to provide for reimbursement of officers and enlisted men and others in the naval service of the United States for property lost or destroyed in such service," shall hereafter extend to cover loss of or damage to baggage and other property of officers or enlisted men sustained in shipment under orders, to the extent of such loss or damage over and above the amount recoverable from the carrier furnishing the transportation.

[No. 47.]

TRANSFERRING PART OF MILITARY RESERVATION AT  
FORT TAYLOR, FLA., TO NAVY DEPARTMENT.

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LETTER

FROM

THE ACTING SECRETARY OF THE NAVY,

TRANSMITTING

TENTATIVE DRAFT OF A PROVISION PROPOSED TO BE IN-  
CLUDED IN THE NAVAL APPROPRIATION BILL, TRANSFERRING  
PART OF THE MILITARY RESERVATION OF FORT TAYLOR AT  
KEY WEST, FLA., TO THE NAVY DEPARTMENT.


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NE 11, 1919.—Referred to the Committee on Naval Affairs and ordered to be printed

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NAVY DEPARTMENT,  
*Washington, May 22, 1919.*

MY DEAR MR. BUTLER: The Naval appropriation act approved July 1, 1918, carried an appropriation in the amount of \$1,000,000 for the development of a submarine base at Key West, Fla. The site selected as the most desirable for the establishment of this base comprises a small portion of the military reservation of Fort Taylor at Key West, and the War Department is willing that this particular area shall be transferred to the Navy Department.



Draft of provision proposed to be included in naval appropriation bill (accompanying Navy Department's letter No. 24996-247.1 May 23, 1919).

The following-described part of the military reservation of Taylor at Key West, Fla., is hereby transferred to and placed under the control and jurisdiction of the Navy Department for use for the purposes:

**Parcel A.**

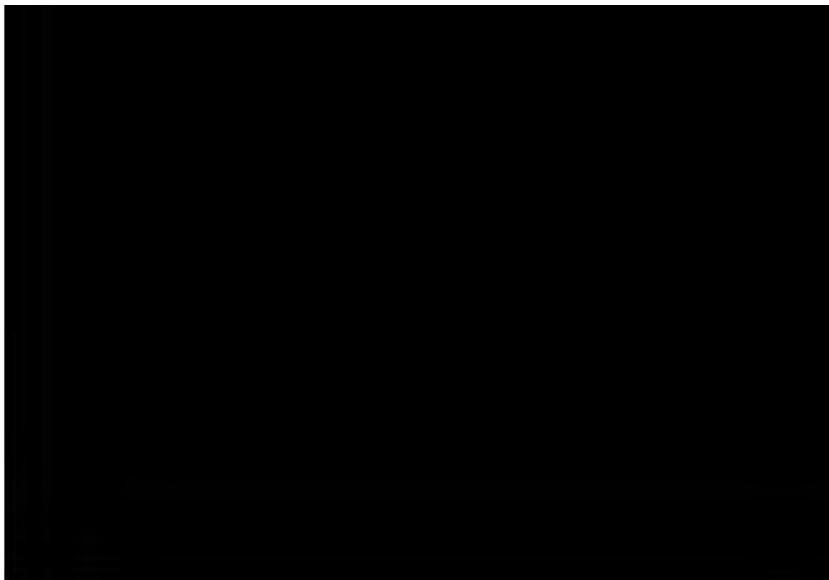
Beginning at the middle point of the eastern end of a double building on the Taylor United States Military Reservation, used at present for cable and mine, respectively, said point being designated for convenience point "A"; thence the east face of the aforementioned building in a northerly direction to the northeast corner of said building, a distance of approximately 30 feet; thence along the east face of said building in a westerly direction, a distance of approximately 44 feet to the west face of the Army pier or mine wharf; thence along the west face of said pier or wharf, a distance of approximately 200 feet, to the southwest face of said pier or wharf; thence at an angle to the left from the continuation of the line just before described of approximately 20 degrees and 50 minutes, following the southwest face of said pier or wharf a distance of approximately 853.4 feet to the west face of the head of said pier or wharf; thence at an angle to the right from the continuation of the line just before described of approximately 48 degrees and 13 minutes, following the east face of the head of said pier or wharf a distance of approximately 170.8 feet to the east face of the head of said pier or wharf; thence at an angle to the right from the continuation of the line just before described of approximately 90 degrees, following the east face of the head of said pier or wharf a distance of approximately 54 feet to the east face of the head of said pier or wharf; thence at an angle to the right from the continuation of the line just before described of approximately 90 degrees, following the east face of the head of said pier or wharf a distance of approximately 199 feet to the northeast face of said pier or wharf; thence at an angle to the left from the continuation of the line just before described of approximately 48 degrees and 13 minutes, following the northeast face of said pier or wharf a distance of approximately 791.8 feet to the east face of said pier or wharf; thence at an angle to the right from the continuation of the line just before described of approximately 20 degrees and 50 minutes, following the east face of said pier or wharf a distance of approximately 100 feet to its intersection with the shore line; thence along the said shore line in an easterly and southerly direction a distance of approximately 500 feet to its intersection with a line joining the shore line hereinbefore designated as point "A" with a point marked by the apex of a granite monument at the intersection of the southern side of Emma Street with the western side of Angelo Street in the city of Key West; thence westerly along the line just before described a distance of approximately 1,010 feet to the before-described point "A".

**Parcel B:**

Beginning at a mark, thus: "U. S.," cut into the top of a granite monument at the intersection of the southwesterly side of Emma Street with the line forming the southeasterly property division between the land known as the United States Marine Hospital Reservation and the land known as the Fort Taylor United States Military Reservation, said property division line being approximately 0.83 foot south of the southeasterly side of Fleming Street, in the city of Key West, Fla.; thence in a southeasterly direction along the southwesterly side of Emma Street a distance of approximately 902.4 feet to a mark, thus: "U. S.," cut into the top of a granite monument at the intersection of the southwesterly side of Emma Street and the westerly side of Angelo Street; thence in a southwesterly direction along the westerly side of the said Angelo Street a distance of approximately 1,010 feet to the shore line; thence in a northerly direction along the shore line a distance of approximately 1,180 feet to its intersection with the line forming the said southeasterly property division between the land known as the United States Marine Hospital Reservation and the land known as the Fort Taylor United States Military Reservation; thence along the said property division line in a northeasterly direction a distance of approximately 260 feet to the first herein-described mark on the top of the granite monument at the intersection of the southwesterly side of Emma Street and the aforesaid property division line between United States Marine Hospital Reservation and the Fort Taylor United States Military Reservation; the above-described tracts containing 14.64 acres more or less.

ences of the installation of new sites and of transfer thereto of batteries, with power plant, fire-control installation and accessories belonging to and whose removal and relocation will become necessary by reason of the authorized in this act, together with the expense of such alterations in fire-tallation, and for the construction of such facilities as may be incident to tions, are authorized to be paid for from appropriation already made by r the construction of a submarine base at Key West, Fla. \* The provisions will be carried out under mutual agreement between the Secretary of War cretary of the Navy.

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[No. 48.]

**THE APPOINTMENTS IN THE PERMANENT ESTABLISHMENT  
OF THE NAVY.**

**DEPARTMENT OF THE NAVY,**

Washington, June 30, 1919.

**EAR MR. CHAIRMAN:** In reply to your letter of the 19th instant  
g a bill (H. R. 3986) "To authorize the President of the  
States to appoint Albert C. Read and John H. Towers com-  
s in the permanent establishment of the Navy, and Patrick  
Bellinger lieutenant commander in the permanent establish-  
the Navy," and requesting the opinion and recommendations  
epartment thereon, I have the honor to state that the depart-  
es not approve the passage of the attached bill.  
s bill becomes a law as of date July 1, 1919, it will result in  
ng John H. Towers 203 numbers, Albert C. Read 267 num-  
id Patrick N. L. Bellinger four numbers, thus making an  
award for the performance of similar duties. It would also  
a promoting these officers over many other officers who have  
d very creditable service during the war and for whom no  
ion in the form of promotion has as yet been recommended.  
ust necessarily result in such unequal distribution of those  
merited by creditable deeds as to occasion unintentional  
a. I am heartily in sympathy with and sincerely hope that  
s will give all honor to the above-named and the other officers  
n who participated in bringing about the consummation of  
ach-making advance in aviation, but recommend that said  
e conferred in some other manner rather than by promoting  
high might result in creating unintentional injustice to others



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III

10

YORKE, LOUIS A.

DEPARTMENT OF THE NAVY,

Washington, September 10, 1919.

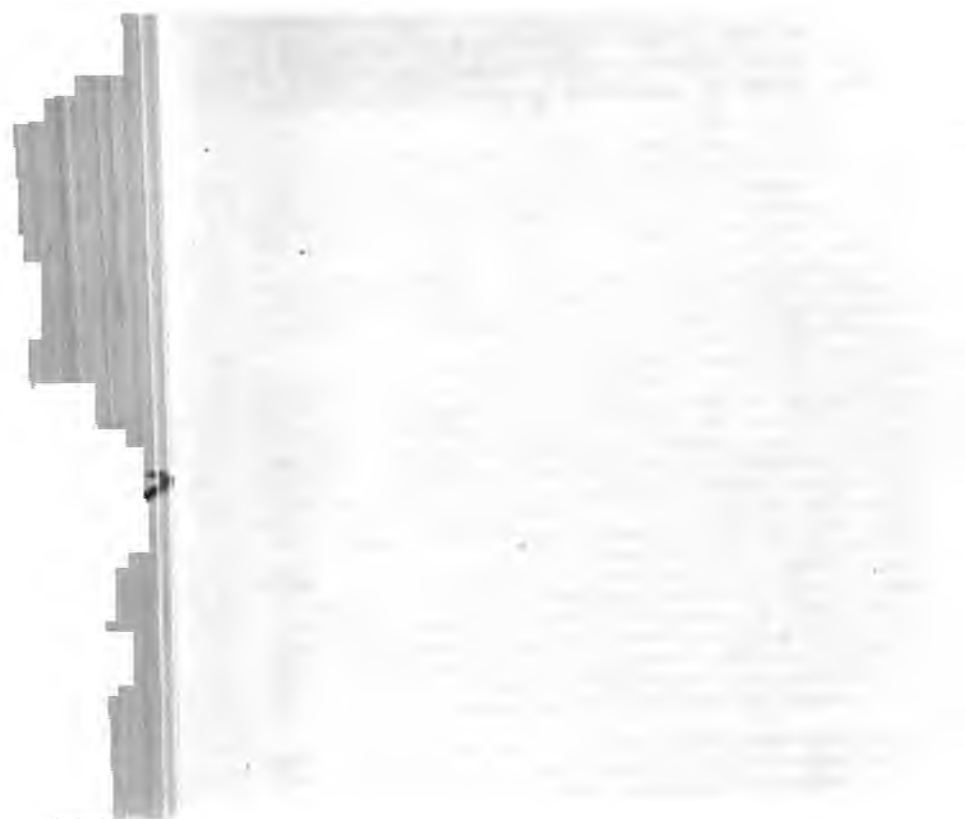
MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 7522) "For the relief of Louis A. Yorke," and requesting the views and recommendations of the department thereon, I have the honor to inform you that under date of May 3, 1918, the department made the following recommendation in this case:

Louis A. Yorke was appointed an assistant paymaster in the Navy on 26 October, 1869; was promoted to passed assistant paymaster on 12 May, 1875; and, on 24 February, 1887, was wholly discharged from the naval service, with one year's pay, under the provisions of an act of Congress approved 5 August, 1882 (22 Stat., 286), having been found by a naval examining board not morally or professionally qualified for promotion.

He was appointed an assistant paymaster in the Navy, for temporary service during the Spanish-American War, on 16 July, 1898, and served in that capacity until honorably discharged on 11 October, 1898. It appears that he was born 27 June, 1846, and is now approximately 72 years of age.

A close inspection of the service record of Mr. Yorke does not show that any time during his service as an officer in the Navy has he ever performed any extraordinarily meritorious service, such as might tend to warrant a reward of the nature proposed in the above bill. There are many ex-officers who have stronger claims than Mr. Yorke for special consideration of the kind proposed, but the department does not believe them to be entitled to a place on the retired list of the Navy, which exists for officers regularly retired in accordance with law, usually after becoming incapacitated for further service because of age or physical disability. The general pension laws provide for cases of ex-officers in needy circumstances who served creditably.

The first service of Mr. Yorke in the Navy was terminated because, as a result of his own misconduct, he was not morally qualified to perform the duties at sea of a paymaster, and he was also found not professionally qualified for such grade. His second period of service was under a temporary appointment only, and was of short duration. Further, the enactment of this legislation would have the effect of transferring to the retired list of the Navy one who is not now connected with the service and who has not been connected therewith for many years.



storia, transmitting and receiving, Ketchikan (Alaska only).  
 ordova, transmitting and receiving, from Puget Sound and  
 kan stations. Relay to Siberia via St. Paul.  
 Paul (Pribilof), transmitting and receiving, to Siberia (Vladivostok).

The Marconi Co. has the following stations on the Pacific coast:  
 Bolinas, Calif., transmitting, to Hawaiian Islands.  
 Marshall, Calif., receiving, from Hawaiian Islands.

NOTE.—The Bolinas station is equipped with antiquated apparatus  
 causes very serious interference with other stations in its vicinity.  
 In the Hawaiian Islands the Navy Department owns and operates  
 following stations:

Pearl Harbor, transmits to Pacific coast, Guam, Philippines, Japan.  
 Leeia Point, transmits to Pacific coast.

Vailupe, receives simultaneously from Japan, Guam, Philippines,  
 Pacific coast.

The Marconi Co. has the following stations in the Hawaiian Islands:  
 Kahuku, transmits to Pacific coast and Japan.

Koko Head, receives from Pacific coast and Japan.

The Navy owns and operates a high power station at Guam, which  
 receives and transmits from and to the Philippines and Hawaiian  
 Islands. There is no commercially owned radio station at Guam.  
 In the Philippines the Navy owns and operates one high power  
 station at Cavite. This station transmits to and receives from Guam,  
 Hawaii, and Siberia, and transmits to China. There is no com-  
 mercially owned high-power station in the Philippines.

The above stations are the only ones in the Pacific, on United  
 States territory, capable of handling long-distance work—that is,  
 messages that would ordinarily have to be placed on the cable. The  
 cable suffers frequent interruptions, due to weather, character of  
 bottom, etc., and especially is this the case between Guam and the  
 Philippines. During such interruptions the naval radio stations  
 handle this traffic so far as they were able.

It will be noted that the Marconi radio circuit reaches Japan only  
 by radio, while the naval radio stations reach Guam, Philippines,  
 Japan, and is capable of working with China and Siberia, and does



is an actual fact, the Navy Department owns and operates 85 per cent of all radio stations in the country, and the organization is in a position to take up and continue the work so badly needed and which a commercial company is now in a position to accomplish.

The Navy maintains and owns a chain of coast stations along the United States coast which is capable of handling commercial messages between ships and the shore and has been handling this class of traffic for a number of years. Should any commercial company erect a radio station within 100 miles of a naval radio station and operate a commercial station 24 hours of the day, the naval station must, according to the present law, cease handling commercial messages. Considering the fact that there are at present only five commercial stations within the continental limits of the United States maintaining continuous service, there will be no hardship worked on commercial operating companies by the proposed legislation.

On the Atlantic coast there is one commercial station in New York, Bush Terminal, available for handling commercial business. It is now taxing to capacity six stations operated by the Navy Department: Navy Yard, N. Y., Mantoloking, N. J., Fire Island, N. Y., Sea Gate, N. Y., and Bush Terminal, N. Y. These stations are remote, controlled from the city of New York, and can be operated with a minimum of interference with each other, thus enabling them to handle efficiently the enormous amount of ship-to-shore traffic in this very congested district. A single station, or six single stations, operating under the control of six individual commercial companies, could not possibly handle the amount of traffic, as they necessarily could not have the same control over their individual stations as now exercised over all by the Navy Department.

In the vicinity of Boston there is one commercial station available for handling ship-to-shore traffic. This station would have to perform the work now done by the naval radio station, Boston, and the naval radio station, Filene Building, Boston, both of which are controlled from the Boston Navy Yard, as are the New York stations from New York City.

Newport, R. I., is in the same status; that is, there is one commercial station available to do the work now done by the naval radio station.



[No. 54.]

CLAUDE, GORDON H.

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

DEAR MR. CHAIRMAN: Replying further to the committee's inclosing bill (H. R. 7852) for the appointment of Lieut. Gordon Claude to the permanent Dental Corps of the Navy and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department does not wish to amend that Lieut. Gordon H. Claude be appointed to the permanent Dental Corps of the Navy on account of the fact that he is already beyond the age of 64 years and there is no requirement for services in other than an emergency such as he filled during a period of active duty in the present war. The department has been constantly opposed to legislation of this character except those cases deserving special consideration because of their exceptionally meritorious nature or to right an injustice. Inasmuch as his case can not be placed in that category the department recommends that H. R. 7852 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*





[No. 51.]

YORKE, LOUIS A.

DEPARTMENT OF THE NAVY,

Washington, September 10, 1919.

**MY DEAR MR. CHAIRMAN:** Replying further to the committee's letter inclosing bill (H. R. 7522) "For the relief of Louis A. Yorke," and requesting the views and recommendations of the department thereon, I have the honor to inform you that under date of May 3, 1918, the department made the following recommendation in this case:

Louis A. Yorke was appointed an assistant paymaster in the Navy on 26 October, 1869; was promoted to passed assistant paymaster on 12 May, 1875; and, on 24 February, 1887, was wholly discharged from the naval service, with 12 years' pay, under the provisions of an act of Congress approved 5 August, 1882 (22 Stat., 286), having been found by a naval examining board not morally or professionally qualified for promotion.

He was appointed an assistant paymaster in the Navy, for temporary service during the Spanish-American War, on 16 July, 1898, and served in that capacity until honorably discharged on 11 October, 1898. It appears that he was born 1 June, 1846, and is now approximately 72 years of age.

A close inspection of the service record of Mr. Yorke does not show that any time during his service as an officer in the Navy has he ever performed any extraordinarily meritorious service, such as might tend to warrant a reward of the nature proposed in the above bill. There are many ex-officers who have stronger claims than Mr. Yorke for special consideration of the kind proposed, but the department does not believe them to be entitled to a place on the retired list of the Navy, which exists for officers regularly retired in accordance with law, usually after becoming incapacitated for further service because of age or physical disability. The general pension laws provide for cases of ex-officers in needy circumstances who served creditably.

The first service of Mr. Yorke in the Navy was terminated because, as a result of his own misconduct, he was not morally qualified to perform the duties at that time of a paymaster, and he was also found not professionally qualified for such trade. His second period of service was under a temporary appointment only, and was of short duration. Further, the enactment of this legislation would have the effect of transferring to the retired list of the Navy one who is not now connected with the service and who has not been connected therewith for



[No. 52.]

WILLIAMS, R. GORDON.

DEPARTMENT OF THE NAVY,  
Washington, September 23, 1919.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 8550) "for the appointment of Lieutenant R. Gordon Williams to the permanent Supply Corps of the Navy," and requesting the views and recommendations of the department thereon, I have the honor to state that the department has under consideration for recommendation legislation which will give all officers now holding commissions in the Navy or Naval Reserve Force an opportunity to compete for a commission in the regular service in a rank not below that now held by them.

In view of the above, the department does not desire to recommend the enactment of the bill H. R. 8550.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*



[No. 53.]

**CHAPLAINS IN THE NAVY, TO REORGANIZE CORPS.**

**NAVY DEPARTMENT,**

Washington, October 1, 1919.

DEAR MR. CHAIRMAN: I have the honor to inclose herewith for consideration of the committee of which you are chairman a bill of a bill to reorganize the Corps of Chaplains in the Navy. Such a bill will, if enacted into law, place the said corps, in so far as promotions and the number of officers allowed in the various ranks concerned, on the same basis as is now provided for other staff officers of the Navy.

Under the present law the number of captains in this corps is out of proportion to the actual number of chaplains and this amendment, if enacted, will provide for chaplains of the ranks of captain and commander on a percentage basis according to the actual number of chaplains in the Navy upon a given distribution date, and will also provide for promotions up to and including the rank of lieutenant commander by the running-mate scheme, the same as for other staff officers. It will also change the present requirement of three years sea service as an acting chaplain before appointment as chaplain. This change is deemed necessary because of the fact that during the present war it has been found that a great number of chaplains have not been able to complete the probationary period of three years on board ship prior to reaching the age of 35 because of the fact that their services were urgently needed on duty in France with the marines. This condition resulted in an injustice to certain members of the corps who were appointed two or three years ago and who will not be able to complete three years service on board ship until another year, when they will have passed the maximum age limit for appointment.

The department believes that this proposed amendment will, if



[No. 54.]

CLAUDE, GORDON H.

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 7852) for the appointment of Lieut. Gordon H. Claude to the permanent Dental Corps of the Navy and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department does not wish to recommend that Lieut. Gordon H. Claude be appointed to the permanent Dental Corps of the Navy on account of the fact that he is already beyond the age of 64 years and there is no requirement for his services in other than an emergency such as he filled during a short period of active duty in the present war.

The department has been constantly opposed to legislation of this character except those cases deserving special consideration because of their exceptionally meritorious nature or to right an injustice. Inasmuch as his case can not be placed in that category the department recommends that H. R. 7852 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 55.]

**REFUND TO CERTAIN OFFICERS, NAVAL RESERVE CORPS.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing the bill (H. R. 3180) providing for a refund to certain officers in the Naval Reserve Corps by the Department of the Navy, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

This bill is intended to relieve the officers who constituted the first Naval Reserve class at the Naval Academy. Upon entering the Naval Reserve Force they had been given a uniform gratuity of \$50 upon the condition that it be refunded to the Government upon resignation prior to the expiration of enrollment. There being a large number of temporary vacancies in the grade of ensign in the Regular Navy, the department took steps to induce the members of this Naval Reserve class to accept appointments as temporary ensigns upon completing their course of instruction at the academy. These officers resigned from the Naval Reserve Force in order to accept appointments as temporary ensigns, and it was held by the Comptroller of the Treasury that such resignation before the expiration of enrollment necessitated that they return the gratuity for uniforms to the Government. In order to obviate the recurrence of this condition, succeeding Reserve classes at the Naval Academy were recharged in the interest of the service and thereafter immediately ordered commissions as temporary ensigns, which procedure enabled them to retain their gratuity for uniforms.

This bill has been introduced to relieve the members of the Reserve Force constituting the first Naval Reserve class at the Naval Acad-



[No. 56.]

**PULASKI, FRANK.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

**MY DEAR MR. CHAIRMAN:** Replying further to the committee's inclosing bill (H. R. 8369) for the relief of Frank Pulaski, and respecting the views and recommendation of the department thereon, I have the honor to inform you as follows:

Frank Pulaski was enrolled in the provisional rank and grade of lieutenant (junior grade) in the Naval Auxiliary Reserve, United States Naval Reserve Force, on December 27, 1917. On February 7, 1918, he was found guilty of "using abusive, obscene, and profane language toward another person in the service," and sentenced to five months' confinement and then to be dismissed from the naval service.

On March 10, 1919, the Judge Advocate General in reviewing the case recommended that, in view of the fact that all hands were working under great strain, such portion of the sentence as provided for confinement should be remitted. This recommendation was considered in by the Bureau of Navigation on March 21, 1919, and approved by the department on March 27, 1919. On April 14, 1919,

President approved the remission of that part of the sentence providing for confinement and confirmed the sentence as reduced. The officer was therefore dismissed from the naval service and the United States Naval Reserve Force.

If the attached bill H. R. 8369 is enacted into law it will in effect restore Frank Pulaski as a lieutenant (junior grade) in the United States Naval Reserve Force and will confirm him in said rank, which confirmation would entitle him to receive each year two months' pay of that rank.

The department has been constantly opposed to legislation in favor of an individual and special in its nature except in those cases which can be classed as especially meritorious. From a careful



[No. 57.]

CLAUDE, GORDON H.

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 7852) for the appointment of Lieut. Gordon H. Claude to the permanent Dental Corps of the Navy and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department does not wish to recommend that Lieut. Gordon H. Claude be appointed to the permanent Dental Corps of the Navy on account of the fact that he is already beyond the age of 64 years and there is no requirement for his services in other than an emergency such as he filled during a short period of active duty in the present war.

The department has been constantly opposed to legislation of this character except those cases deserving special consideration because of their exceptionally meritorious nature or to right an injustice. Inasmuch as his case can not be placed in that category the department recommends that H. R. 7852 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,





[No. 58.]

**OPERATIONS, CHIEF OF, GOVERNING RANK AND PAY ON  
THE RETIRED LIST.**

**DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.**

**MY DEAR MR. CHAIRMAN:** Replying further to the committee's letter inclosing bill (H. R. 7233) governing the rank and pay on the retired list of the present Chief of Naval Operations, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department recommends that bill H. R. 7767 be substituted for bill H. R. 7233 and that no further action be taken upon bill H. R. 7233 at this time.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

163902-20-No 58.

(2935)

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[No. 59.]

FENNER, MILTON MARION.

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, 1919, inclosing a bill (H. R. 4737) authorizing the President to reinstate Milton Marion Fenner as a lieutenant in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

Milton Marion Fenner was appointed midshipman in the Navy August 19, 1907, promoted to ensign March 7, 1912, and resigned on October 16, 1914, from the naval service. He was enrolled as a lieutenant (junior grade) in the Fleet Naval Reserve December 4, 1917, for a term of four years and was provisionally appointed a lieutenant in the Fleet Naval Reserve on March 6, 1918. He has performed duty ashore as an officer in the Fleet Naval Reserve for a period of about one year and seven months.

The record of Milton Marion Fenner further discloses that the department waived a physical disqualification in his case in May, 1912, with the understanding that he forward an undated resignation to the department to be dated and accepted if he were subsequently found incapacitated for service or for promotion. These conditions were accepted by Mr. Fenner and he was, accordingly, commissioned ensign in the Navy. Subsequently he requested that the conditions be changed so that it would be necessary for him to resign if he were found to be incapacitated to perform any of the duties assigned him. This request was disapproved by the department, and under date of September 21, 1914, he tendered his resignation as an ensign. I requested that it be accepted immediately, inasmuch as he had assurance that his status in the naval service would be permanent.



[No. 60.]

DAVIS, JOHN.

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, 1919, inclosing bills (H. R. 4156 and H. R. 4163) for the relief of John Davis and requesting the views and recommendations of the department thereon, I have the honor to state that the records of the department fail to disclose any information from which it can be ascertained that the above-named man performed the services during the Civil War which is alleged in each of these bills to have been performed by him.

In view of the foregoing the department recommends that neither of these bills H. R. 4156 and 4163 be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

163802-20-No. 60.

(2939)

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[No. 61.]

**WICKES, ROSCOE V.**

**DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.**

**MR. CHAIRMAN:** In further reply to the committee's July 11, 1919, inclosing a bill (H. R. 5945) for the relief of Wickes, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

7. Wickes served as a mate in the United States Navy from appointment, October 13, 1868, to date of resignation, August 1, 1871, a period of less than three years. He has also had some time as an enlisted man in the Navy since that time. There are about seven) mates in the naval service on the active list and three on the retired list. None have been appointed for promotion in the past, and it is not the policy of the department to appoint mates in the future, the purpose being to allow the rating to pass with the passing from the service of the few now on the retired lists.

It is the constant policy of the department to disapprove promotion for an individual except in meritorious cases of an unusual nature. It is the opinion of the department that the case of Roscoe V. Wickes does not present any features of especial

of the foregoing it is recommended that the bill H. R. 5945





[No. 62.]

**HEFFLEY, ARMOUR SIMPSON.**

**DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.**

Y DEAR MR. CHAIRMAN: Further replying to the committee's  
r inclosing a bill (H. R. 6091) granting authority, on certain  
itions, to the Secretary of the Navy to reinstate Armour Simpson  
ley in the Marine Corps, and requesting the views of the depart-  
t thereon, I have the honor to inform you as follows:

nder date of February 23, 1918, the department in a letter to  
hairman of the Committee on Naval Affairs, House of Represen-  
ves commenting upon the bill (S. 2482) to reinstate Armour S.  
ley as a second lieutenant in the United States Marine Corps,  
ressed the following views:

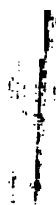
mour S. Heffley entered the United States Marine Corps on January 6, 1909, as  
nd lieutenant, and continued in the service until January 7, 1913, when he  
dismissed pursuant to the sentence of a general court-martial for drunkenness on  
This was the second time that Mr. Heffley had been tried by general court-  
al.

is proposed legislation is for the benefit of an individual and therefore of a class  
hich the department is opposed except in specially meritorious cases. No  
ess of special merit being apparent in this case, it is recommended that the  
are be not favorably considered by your committee.

fter a careful consideration of the facts in this case, the depart-  
t recommends that the bill (H. R. 6091) be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS



[No. 63.]

SINCLAIR, J. A. B.

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

Y DEAR MR. CHAIRMAN: Replying further to the committee's  
r inclosing bill (H. R. 8271) to restore Lieut. Commander J. A.  
Sinclair to the Medical Corps of the United States Navy, and  
resting the views and recommendations of the department thereon,  
we the honor to inform you that while the department has no  
ial objection to the reinstatement of Lieut. Commander J. A. B.  
Sinclair, Medical Corps, United States Navy, other than the general  
ction to all bills enacted for the benefit of an individual, atten-  
is invited, however, to the fact that the service performed by  
t. Commander Sinclair as an acting assistant surgeon was a serv-  
f a limited character and it is not considered that such should  
le him to have it counted as equal to full service in the Navy.  
his department has been consistently opposed to legislation of  
character proposed in the attached bill (H. R. 8271) in the case  
ry individual except in especially meritorious cases or to right an  
tice. Inasmuch as the case of Lieut. Commander Sinclair can  
be placed in that category, the department recommends that the  
H. R. 8271 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.





[No. 64.]

**NIGHTINGALE, GARRARD POST.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

DEAR MR. CHAIRMAN: Replying further to the committee's inclosing a bill (H. R. 6466) authorizing the President to reinstate Garrard Post Nightingale as a lieutenant in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

The records of the department show that Garrard Post Nightingale was appointed a naval cadet on May 20, 1897; graduated from the Naval Academy June, 1903, and was commissioned ensign from June 7 of the same year. He became due for promotion to lieutenant (junior grade) on June 7, 1906, and in August of that year was found by a board of examining officers to be not professionally qualified for promotion and was accordingly suspended therefrom for a period of one year.

In October, 1907, he was examined for promotion and was found not professionally qualified, and by reason of failure to pass the examination was discharged from the service in conformity with the provisions of section 1505, United States Statutes. On November 9, 1917, he was enrolled in the United States Naval Reserve Force with the rank of lieutenant (junior grade) for a period of four years, and has served on active duty since that date; i. e., for a period of about one year and eight months.

The department is not aware of anything in the record on file in this case that warrants giving it more consideration than has been given in a number of other cases of this nature, and inasmuch as the records do not indicate wherein the services of Mr. Nightingale can be



[No. 65.]

**THOMPSON, JOHN K.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

**MY DEAR MR. CHAIRMAN:** In further reply to the committee's letter of July 11, 1919, inclosing bill (H. R. 1887) to reinstate John K. Thompson as a gunner in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

John K. Thompson, after serving 14 years 4 months and 2 days as an enlisted man in the Navy, was appointed a gunner therein on December 31, 1909, and served in that capacity continuously until July 8, 1916, upon which date he was dismissed from the naval service by a sentence of general court-martial, having been convicted on the charges of "Conduct to the prejudice of good order and discipline" and "Conduct unbecoming an officer and a gentleman."

The legislation proposed in this case being in favor of an individual and special in its nature is of the class to which the department has been constantly opposed, except cases which can be readily classed as especially meritorious and deserving. From a careful examination of all the facts the department is of the opinion that the case of Mr. Thompson is neither meritorious nor deserving. It is, therefore, recommended that bill H. R. 1887 be not enacted.

Sincerely, yours,

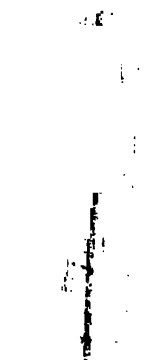
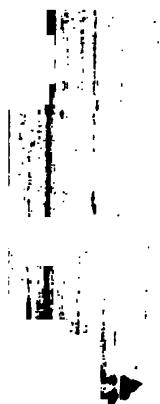
**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

163902-20—No. 65.

(2949)





[No. 66.]

ROSS, JAMES.

DEPARTMENT OF THE NAVY,

Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 3250) for the relief of James Ross, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the records in the case of James Ross, acting master's mate, United States Navy, disclose that he was discharged from the naval service as such on July 17, 1863, for incompetency.

A thorough investigation of the facts in this case fails to disclose wherein this individual deserves consideration beyond that of a number of other cases which have been presented to the department for its recommendation, and in each instance the department has recommended that they be not favorably considered.

The department has constantly opposed legislation of this nature except in specially meritorious cases, in which category this case does not come. It is therefore recommended that bill H. R. 3250 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*





[No. 67.]

**SIMS, WILLIAM S., REAR ADMIRAL, TO APPOINT AN ADMIRAL.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing House joint resolution 4, directing the President to appoint Rear Admiral William S. Sims, United States Navy (now holding the rank of admiral), an admiral, with pay and allowances of that grade, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department recommends that bill H. R. 7767 be substituted for House joint resolution 4, and that no further action be taken upon this resolution at this time.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives*

163802—20—No. 67.

(2953)

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[No. 68.]

**THANKS OF CONGRESS TO THOSE ASSOCIATED IN FIRST  
TRANSATLANTIC FLIGHT.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing House joint resolutions (H. J. Res. 81 and H. J. Res. 118) tendering the thanks of Congress to those associated in the achievement of accomplishing the first trans-Atlantic flight of an airship from America to Europe, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Under date of June 30, 1919, in reply to your letter of June 19, inclosing the bill (H. R. 3986) to authorize the President of the United States to appoint Albert C. Read and John H. Towers commanders in the Permanent Establishment of the Navy, and Patrick N. L. Bellinger lieutenant commander in the Permanent Establishment of the Navy, and requesting the views and recommendations of the department thereon, I had the honor to state that—

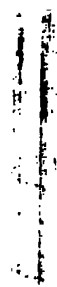
I am heartily in sympathy with, and sincerely hope that Congress will give all honor to the above named and the other officers and men who participated in bringing about the consummation of this epoch-making advance in aviation, but recommend that said honor be conferred in some other manner rather than by promoting them, which might result in creating unintentional injustice to others whose services have been equally valuable though less conspicuous.

The name of C. I. Kesler, chief machinist's mate, is omitted from bill (H. J. Res. 81) and it is recommended that bill (H. J. Res. 118) be substituted therefor. It is the opinion of the department that the proposed bill (H. J. Res. 118) accomplishes the results desired without doing injustice to anyone and, therefore, it is recommended that House joint resolution 118 be enacted into law.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 69.]


**SPILLANE, MAURICE.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

DEAR MR. CHAIRMAN: In further reply to the committee's inclosing a bill (H. R. 1960) for the relief of Maurice Spillane, Maurice Splan, and requesting the views and recommendations of the department thereon, I have the honor to state as follows: The records of the department show that one Maurice "Splan" enlisted in the Navy at New York, December 27, 1864, for two years, as a seaman, and served in the *North Carolina* and *Fahkee* to June 24, 1865, when he transferred to the *Princeton*, at Philadelphia, Pa., and was "never reported" on board the last-named vessel. The department is not aware of anything in his record on file that warrants giving more consideration to his case than has been given in a number of other cases where individuals who enlisted in the War subsequent to November 1, 1864, have terminated their service by deserting. The department has been constantly opposed to legislation of the character proposed in the attached bill except in exceptionally meritorious cases, and in view of the fact that this case can not be classed in that category the department recommends that the bill H. R. 1960 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,





11

[No. 70.]

**McNAMEE, PATRICK.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 3252) for the relief of Patrick McNamee, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Patrick McNamee enlisted in the Navy April 3, 1865, for three years at Brooklyn, N. Y., as landsman and served in the *North Carolina* and *Dictator* to August 31, 1865, when he was directed to report on board the *Princeton*, but the record shows that he never reported.

It is to be noted that the war was practically over when McNamee enlisted and the department is not aware of anything in his record warranting that more consideration be given to him than has been given to a number of other cases where the petitioners for relief had enlisted in the Navy subsequent to November 1, 1864, and terminated their services with desertion.

In view of the foregoing, it is recommended that bill H. R. 3252 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

163802—20—No. 70.

(2959)

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[No. 71.]

**MORIARTY, DANIEL.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

**MY DEAR MR. CHAIRMAN:** Replying further to the committee's letter inclosing bill (H. R. 3238) authorizing the President of the United States to restore to the active list Daniel Moriarty, chief boatswain, United States Navy, retired, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

The records of the department show that Daniel Moriarty was appointed a boatswain in the Navy March 1, 1900, after having served as an enlisted man for a period of nine years. On March 1, 1906, he was promoted to chief boatswain, and on October 27, 1910, he was transferred to the retired list in accordance with the provisions of section 1453 of the Revised Statutes, by reason of chronic neurasthenia incurred in the line of duty. During the present war he has served on active duty for a period of approximately two years.

It has been the constant policy of the department to oppose legislation of the character proposed in the attached bill except in exceptionally meritorious cases, and, inasmuch as the case of Chief Boatswain Moriarty can not be classed in the category of those requiring special consideration, the department recommends that bill H. R. 3238 be not enacted.

Sincerely, yours,

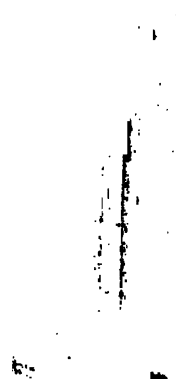
**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

163902—20—No. 71.

(2961)

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[No. 72.]

**McKENZIE, KENNETH.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing a bill (H. R. 5944) to remove the charge of desertion standing against Kenneth McKenzie, ordinary seaman, United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the records of the department show that one Kenneth McKenzie enlisted in the Navy on January 5, 1865, at Brooklyn, N. Y., for a period of three years as ordinary seaman, served in the *North Carolina*, *Malvern*, and *Chippewa* to May 1, 1865, on which date he deserted from the naval service.

The department is without evidence which would warrant the removal of the mark of desertion from the record of Kenneth McKenzie, and in view of this fact it is recommended that the bill H. R. 5944 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN, COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

163802-20-No. 72.

(9203)  
2963.

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**BISSET, CELESTE DOUSSAN.**

**DEPARTMENT OF THE NAVY,**

Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 3217) for the relief of Celeste Doussan Bisset and requesting the views and recommendations of the department thereon, I have the honor to inform you that under date of February 25, 1918, the department, in further reply to the committee's letter inclosing bill (H. R. 9689) for the relief of Celeste Doussan Bisset, then before your committee for consideration, made the following recommendation:

The late Maj. Henry O. Bisset, United States Marine Corps, was appointed a naval cadet September 6, 1892; was commissioned an assistant engineer in the Navy May 6, 1898; and was transferred to the Marine Corps and appointed a second lieutenant February 15, 1899. He was promoted to captain March 3, 1899, and was placed on the retired list with the rank of major, for physical disability in line of duty, June 16, 1908. On the outbreak of war, he, with all other retired officers of the Marine Corps, was assigned to active duty and was placed in charge of the Marine Corps recruiting station at New Orleans, La., April 7, 1917. The strain of the active duty after nine years on the retired list proved too great for Maj. Bisset, and his relief from active duty became imperative and he was relieved on May 2, 1917. He died shortly afterwards, July 16, 1917.

While fully appreciative of the sacrifice made by Maj. Bisset, and while realizing that if he had been on the active list at the time of death his widow would have been entitled under the circumstances to a gratuity of six months' pay, I nevertheless am constrained to feel that, inasmuch as the law had not contemplated such gratuity at that time, the department would not be justified in urging the enactment of special legislation in behalf of this one individual, for it is not known that there are any special circumstances rendering this case more worthy than others which have occurred under similar circumstances. As the Congress had not at that time seen fit to include the dependents of retired officers dying while on active duty among those entitled to the gratuity of six months' pay, I do not feel disposed to recommend retroactive legislation at this time in behalf of them as a class.

In view of the foregoing, it is recommended that bill H. R. 3217 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



11

[No. 74.]

**DENTAL CORPS TO REORGANIZE.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, 1919, inclosing bill (H. R. 482) to reorganize the Dental Corps of the Navy, and for other purposes, requesting the views of the department thereon, I have the honor to state that this bill was incorporated in the naval appropriation act of July 1, 1918, and is now law.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

163802—20—No. 74.

(2967)

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[No. 75.]

**MACHINERY, UNUSED AND OBSOLETE, TO LOAN TO EDUCATIONAL INSTITUTIONS.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

**MY DEAR MR. CHAIRMAN:** Replying to the committee's letter inclosing bill (H. R. 6496) authorizing the Secretary of the Navy to loan unused or obsolete machinery to educational institutions, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department does not interpose any objection to the enactment of this bill.

Sincerely, yours,

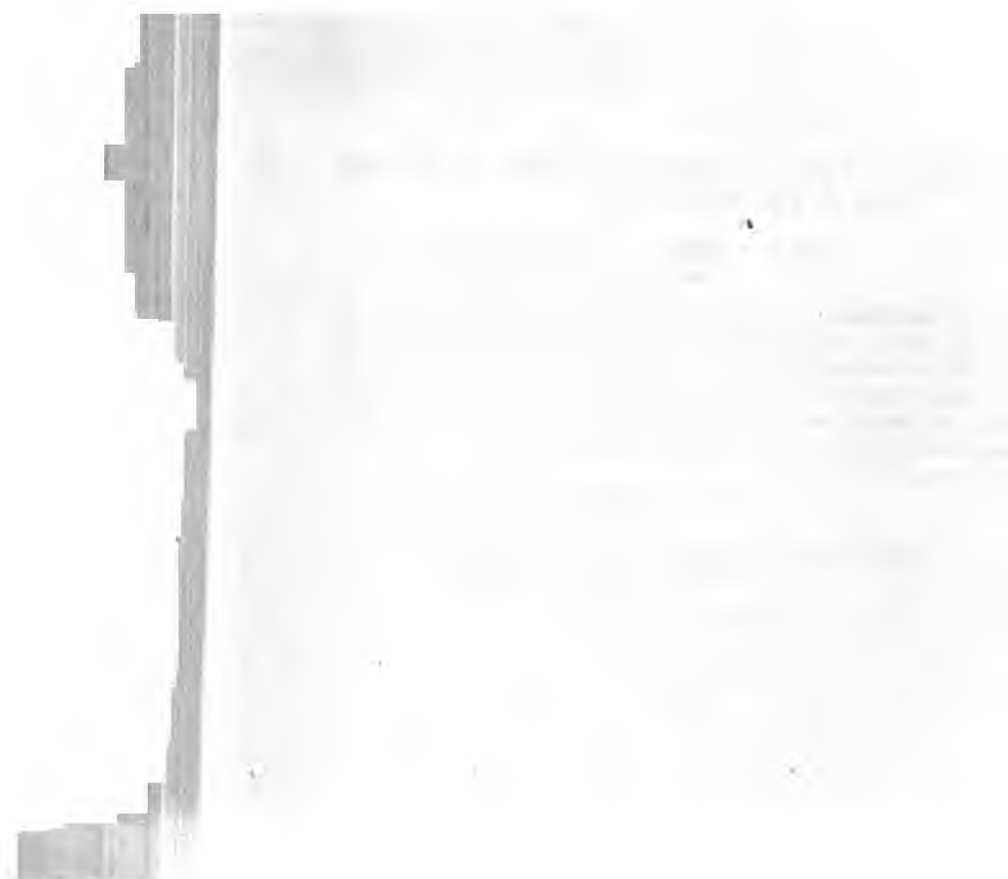
**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

163802—20—No. 75.

(2969)





[No. 76.]

**WHITE, RICHARD DRACE.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying to the committee's letter inclosing a bill (H. R. 3200) to appoint Lieut. Commander Richard Drace White a commander on the active list of the United States Navy, and (H. R. 6380) to advance Richard Drace White on the active lists of commanders and temporary captains in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Richard Drace White, now a temporary captain and a permanent commander on the Navy list, was passed over by the selection board, and it is doubtless the object of these bills to reinstate Capt. White in his former position on the lineal list of the Navy and to remit thereby the loss of numbers which he suffered through having been thus passed over.

The legislation proposed in this case is in favor of a single individual and special in its nature. The department has been constantly opposed to this type of legislation except in those cases which can be classed as exceptionally meritorious.

From a careful examination of all the facts pertaining to this case the department is of the opinion that it should not be included among those deserving of special consideration.

In view of the foregoing, it is recommended that these bills, H: R. 3200, and H. R. 6380, be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

163802—20—No. 76.

(2971)





[No. 77.]

ISHAM, WARREN C.

DEPARTMENT OF THE NAVY,

Washington, October 3, 1919.

DEAR MR. CHAIRMAN: Replying further to the committee's enclosing bill (H. R. 7662) for the relief of Warren C. Isham, requesting the views and recommendations of the department, I have the honor to inform you as follows:

Warren C. Isham enlisted in the Navy August 9, 1878, at New York, during minority, until March 9, 1883, as second-class boy, in the *Minnesota*, *Portsmouth*, *Powhatan*, and *Colorado* to April 15, 1881, when he deserted.

The department has been constantly opposed to legislation of this except in those cases which can be classed as especially meritorious.

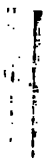
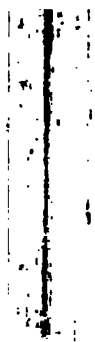
From a careful examination of the record in this case, the department is of the opinion that it does not come within that category and, therefore, recommends that bill H. R. 7662 be not passed.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS.





[No. 78.]

**BLACK, EDWARD D.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, 1919, inclosing a bill (H. R. 2394) for the relief of Edward D. Black, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

Edward D. Black enlisted in the Navy March 29, 1865, at Belfast, Me., for two years as landsman and served on the *Rhode Island*, *North Carolina*, and *Vanderbilt*. He deserted October 9, 1865.

The record in this case does not disclose anything which would warrant it being given special consideration, and it is therefore recommended that, in accordance with the constant policy of the department in such cases, bill H. R. 2394 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

163802—20—No. 78.

(2975)





[No. 79.]

McCULLOUGH, CHARLES L.

DEPARTMENT OF THE NAVY,

Washington, October 3, 1919.


EAR MR. CHAIRMAN: In further reply to the committee's July 11, 1919, inclosing a bill (H. R. 1273) for the relief of L. McCullough, and requesting the views and recommendations of the department thereon, I have the honor to state as follows: s McCullough enlisted March 21, 1864, at Chicago, Ill., for as landsman, and served in the *Clara Dolsen*, *Dryad*, and the fourth quarter of 1864; no further record obtainable his date. The *Elfin* was destroyed on November 4, 1864, doubt accounts for the absence of any record beyond that

plication from Charles "McCulley" for a certificate of dishon from the Navy filed in 1911, together with other statements as to his whereabouts subsequent to November 4, 1864, was to the Judge Advocate General of the Navy for consideration, he advised as follows:

Department does not consider the evidence presented by Charles McCulley, s McCullough (consisting only of his uncorroborated affidavit) as sufficiently to regard him as having been discharged from the Navy.

s McCulley was furnished a full statement of the naval f Charles McCullough, as shown by the records, on October and no further reply was made thereto by the said Charles r. It is evident from the foregoing abstract of the records of rtment that it is impossible to ascertain wherein Charles L. igh is entitled to the relief sought.

w of the foregoing it is recommended that the bill H. R.



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[No. 80.]

**SWIFT, MILES.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, 1919, inclosing a bill (H. R. 853) for the relief of Miles Swift and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

The records of the department show that one Miles Swift enlisted in the Navy November 12, 1861, at Boston, Mass., for three years as 3d class boy, and served on the *Ohio*, *Vermont*, *Flambeau* and *New Ironsides* to August 15, 1864, when he deserted.

The case of Swift is practically no different from that of a number of other cases in which members of the Navy deserted in the midst of hostilities and for which relief has been previously asked. It has been a constant practice of the department to disapprove all such cases and no special reason has been found to warrant the department changing this well-established practice.

In view of the foregoing, the bill H. R. 853 does not meet with the approval of the department and it is recommended that it be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 81.]

**RICHARDS, CLARENCE A.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Further replying to the committee's letter inclosing bill (H. R. 7213) changing the naval record of Clarence A. Richards for the administration of the pension laws, and requesting the views and recommendations of the department thereon, I have the honor to inform you that a court of inquiry, convened on board the U. S. S. *Tucker* at Sag Harbor, Long Island, N. Y., by order of the commander in chief, United States Atlantic Fleet, to inquire into "the death of the late Lieut. Clarence A. Richards, United States Navy, June 15, 1916, found that Lieut. Richards met his death by accidental electrocution in a dangerous and unprotected high-voltage switching station, not in the line of duty, and the department, in approving the findings of the court, set forth that:

From the evidence adduced, the department holds that the death of Lieut. Richards was not incurred while in the performance of an act of duty but was the result of his own misconduct.

From a careful reexamination of the facts pertaining to this case, the department finds no reason for changing its former opinion as set forth in its approval of the findings of the court of inquiry above noted.

The department has been constantly opposed to legislation of the character proposed in the attached bill except in circumstances which render the case specially meritorious, and in view of the fact that this case can not be classed in that category the department recommends that the bill H. R. 7213 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

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(2981)





[No. 82.]

**STATUS AND PAY TO EQUALIZE.**

**DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.**

MY DEAR MR. CHAIRMAN: Replying to the committee's letter in-  
g a bill (6169) intended to equalize status and pay of officers  
he National Naval Volunteers and Fleet Reserve of the United  
as Navy, and requesting the views and recommendations of the  
artment thereon, I have the honor to inform you that, inasmuch  
he department has ample authority under existing law to con-  
commissioned and warrant officers in the Fleet Naval Reserve,  
department believes the enactment of the bill H. R. 6169 to be  
ecessary.

is further noted that this bill provides for confirming—

and every commissioned and warrant officer in the Fleet Naval Reserve, who is  
ow confirmed in his present rank or grade, in the confirmed rank or grade he  
olds in the Fleet Naval Reserve, without application and without examination  
he necessity of executing or filing a new oath and acceptance of office.

ocial legislation for the promotion of commissioned and warrant  
ers in the naval service without examination such as is regularly  
ired for such promotions can not help but have an unwholesome  
& upon the morale of the service and it has been the constant  
y of the department to disapprove and discourage such legis-  
a.

In view of the foregoing, it is recommended that the bill H. R.  
be not enacted.



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[No. 83.]

PENNYBACKER, CHARLES R.

DEPARTMENT OF THE NAVY,

Washington, October 4, 1919.

DEAR MR. CHAIRMAN: Replying further to the committee's inclosing bill (H. R. 950) to correct the military record of Mr. R. Pennybacker and requesting the views and recommendations of the department thereon, I have the honor to inform you that it has been the constant policy of the department to decline to amend the enactment of legislation of this nature.

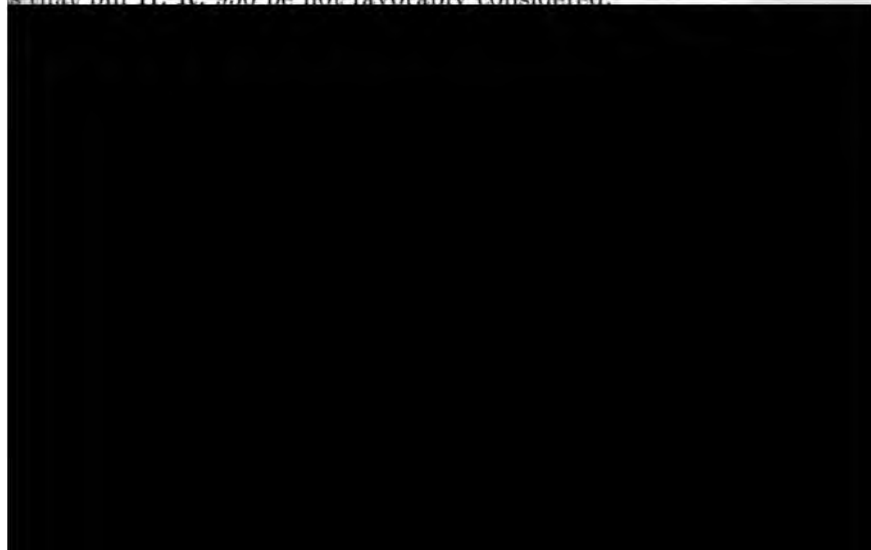
The records on file show that this man was recommended for discharge by a board of medical officers, convened to make a medical report of his case, April 10, 1902, on account of epilepsy:

He is: Not in line of duty. The patient states that he had attacks prior to enlist-

ment. He was again ordered before a board of medical survey, which recommended, August 15, 1902, that he be discharged; disability caused, epilepsy.

He is: Not in line of duty. Patient had attacks of epilepsy prior to enlistment (his statement).

The department has constantly maintained that it is not authorized to change any record on file, but any additional evidence or information that would modify, change, or nullify any such record may be added thereto and made a part thereof. The department believes, however, that legislation of this nature could only result in diminishing the value of its records to the service, and therefore recommends that bill H. R. 950 be not favorably considered.





[No. 84.]


**BY, SIX MONTHS'; TO WIDOW, CHILDREN, OR OTHER  
DEPENDENTS OF OFFICERS AND ENLISTED MEN.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 6, 1919.**

DEAR CHAIRMAN: My attention having been called to bill (S. 2497) to provide for the payment of six months' pay to the widow, children, or other designated dependent relative of any officer or enlisted man of the Regular Army whose death results from wounds or disease not the result of his own misconduct, which has been favorably acted upon by the Senate, I have the honor to request your consideration of this bill with a view to bringing the personnel of the United States Navy within its provisions.

The act of October 6, 1917, authorizing the creation of a Bureau of War Risk Insurance, in so far as it has been intended to afford immediate relief to the families of deceased officers and men has not taken the place of the gratuity heretofore provided by law, the purpose of which was to provide a fund for the family of a deceased officer or enlisted man to meet the extraordinary expenses required in the emergency thus arising and to readjust the situation created by the passing of the main support of the family. The fact that this act does not enable members of the Naval Service to provide against an emergency was no doubt overlooked both in its preparation and enactment and has resulted in a reduction of the resources of the family at a time when such reduction must necessarily prove most serious to the interests which were uppermost in the mind of the deceased officer or enlisted man, and this has caused a corresponding discontent among those officers and men of the naval personnel who have families dependent upon them for present and future support. In view of the foregoing, it is requested that bill S. 2497 be amended so that the members of the naval personnel will be permitted to par-



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[No. 85.]

**NAVAL TRAINING STATION (GREAT LAKES) LAND.**

**NAVY DEPARTMENT,  
Washington, October 6, 1919.**

**DEAR MR. BUTLER:** I have the honor to invite your attention to the Naval Training Station, Great Lakes, Ill., with the lands, title to which was taken by the United States as to this training station under proclamation of the President November 4, 1918, issued in accordance with the provisions of the naval act of July 1, 1918, a copy of which proclamation is herewith for your information.

By act of July 1, 1918, authorizing this commandeering of this land, an appropriation of \$887,500 to compensate the owners. A particular appropriation was reduced to \$487,500 by the deficit approved February 25, 1919.

The President, acting on the recommendation of this department, by act of November 4, 1918, issued a proclamation taking over on behalf of the United States title to approximately 909 acres adjoining the training station. At the time this land was taken it was thought that the appropriation, \$887,500, then available would be sufficient to compensate owners.

The entire area commandeered approximately 238 acres adjoining the Naval Training Station on the north and lies to the east of the Chicago & North Western Railway. This area has a frontage on Michigan of approximately 3,400 feet. The remainder of the approximately 650 acres, lies to the west of the right of way of Chicago & North Western Railway and extends in a westerly direction to the Green Bay Road.

The area commandeered east of the Chicago & North Western Railway, with the exception of about 20 acres, has been developed

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mer owners may be found to be entitled to receive from the United States. It is accordingly recommended that the proposed legislation be broad enough to authorize the department to accomplish this purpose.

The appropriation, \$487,500, now available for the purpose of compensating persons whose property was commandeered at the Great Lakes, is only about 50 per cent of the amount that it is believed will be required to compensate claimants for all of the property commandeered under proclamation of November 4, 1918. The available appropriation will, however, it is believed, be amply sufficient to compensate all claimants for property that I believe should be retained for naval purposes.

There is inclosed herewith for your convenience a draft of the proposed legislation that it is believed will accomplish the purpose above outlined.

Duplicate of this letter, together with copies of the inclosures herewith, will this day be sent to the chairman of the Senate Committee on Naval Affairs.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary.*

HON. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives, Washington, D. C.*

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[No. 86.]

**RELIEF OF THE A. LIETZ CO., OF SAN FRANCISCO, CALIF.**

**DEPARTMENT OF THE NAVY,**

Washington, October 9, 1919.

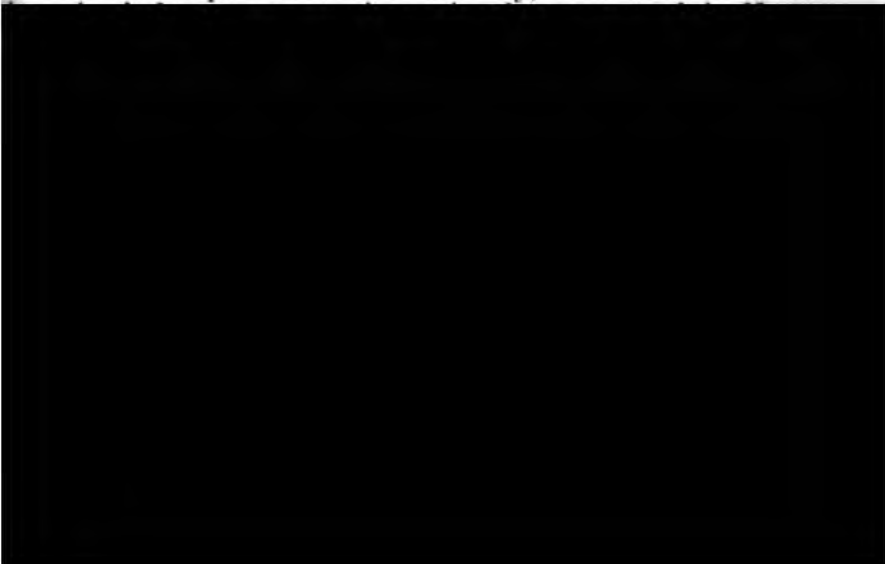
**MY DEAR MR. CHAIRMAN:** Replying further to the committee's letter inclosing a bill (H. R. 7453), "for the relief of the A. Lietz Company, of San Francisco, California," and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department does not recommend the passage of the bill.

The "sounding tubes" which are the subject of contract No. 27142, dated September 14, 1916, under which the A. Lietz Co., of San Francisco, Calif., claims reimbursement, were rejected under paragraph 1, subparagraphs 3 and 4, of this contract. The essential clauses governing the rejection are as follows:

*Accuracy.*—The tubes are to give accurate indications within 5 per cent of any reading between 5 and 100 fathoms when read on a standard scale, which may be seen at the testing laboratory of the machinery division, navy yard, Brooklyn, N. Y.

*Tests.*—From 1 to 3 per cent of the tubes, at the inspector's discretion selected at random from each delivery, shall be given a test for calibration throughout their entire life. The caps shall show no leakage under sounding conditions up to 250 pounds square inch. Should more than 10 per cent of the tubes fail on any of the above tests the entire delivery may be rejected.

The tubes which form the subject of this contract were originally inspected under the direction of the inspecting department at the navy yard, Mare Island, Calif. More than 10 per cent of the tubes tested failed on the test for accuracy. The sample tubes submitted by the A. Lietz Co. were later tested at the navy yard, New York, and more than 10 per cent of them again failed on the test for accuracy. The reason, therefore, for the rejection of these sounding tubes was the failure to pass the test for accuracy, which tests were held



constitute either a penalty or a fine against said company for its failure to supply tubes of the kind and quality required under the contract, but this sum represents the difference in cost between the price at which the A. Lietz Co. agreed to furnish said sounding tubes under contract No. 27142 and the price which the department was required to pay to obtain these tubes from another source. In addition to the foregoing, the department was greatly inconvenienced in its endeavor to supply the Navy with the number of sounding tubes required, due to the delay and failure of the A. Lietz Co. to fulfill its contract as it had agreed to do.

After a full consideration of all the facts in this case the department is of the opinion that the bill H. R. 7453 should not be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

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[No. 87.]

**WILLEY, ELLEN M.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 10, 1919.**

**MY DEAR MR. CHAIRMAN:** In reply to the committee's letter of October 7, 1919, inclosing a bill (H. R. 7535) "For the relief of Ellen M. Willey," and requesting the views and recommendations of the department thereon, I have to inform you as follows:

The department, in its reply to the letter of the Committee on Naval Affairs, United States Senate, inclosing Senate bill 1446 "For the relief of Ellen M. Willey," on July 25, 1919, stated as follows:

A number of bills have been introduced in the Senate and the House of Representatives at different times since 1908, first, for the relief of Owen S. Willey, and subsequently for the relief of Ellen M. Willey, his widow.

The allegations forming the subject matter of these several bills have been carefully investigated and considered by the department upon each occasion, without developing any reason to warrant changing the opinion rendered in the premises in the first instance.

The department, in its letter to the chairman of the Committee on Naval Affairs, House of Representatives, February 26, 1919, concluded as follows:

"The object of this bill is to afford relief in an individual case as distinguished from all other cases of like character, and in the absence of specially meritorious circumstances the department is opposed to this class of legislation as not being for the best interests of the service."

No additional facts have been discovered in the meantime and the department again disapproves the relief sought through this bill S. 1446.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*





[No. 88.]

REENLISTMENT OR REINSTATEMENT IN THE NAVAL  
SERVICE.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

**PROPOSED DRAFT OF A BILL "TO AUTHORIZE THE REENLISTMENT OR REINSTATEMENT OF ENLISTED MEN, DESERTERS FROM THE NAVAL SERVICE, IF PARDONED BY THE PRESIDENT, AND FOR OTHER PURPOSES."**

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OCTOBER 14, 1919.—Referred to the Committee on Naval Affairs and ordered to be printed.

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DEPARTMENT OF THE NAVY,  
*Washington, October 11, 1919.*

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to authorize the reenlistment or reinstatement of enlisted men, deserters from the naval service, if pardoned by the President, and for other purposes.

This bill in addition to authorizing the reenlistment and reinstatement of enlisted men who desert the naval service, if pardoned by the President, further requires enlisted men to serve such part of their enlistment period as may have been lost on account of confinement under sentence imposed by court-martial, and authorizes the Marine Corps to enlist or reenlist men under the same conditions as are now or may hereafter be prescribed for the Navy.

The Attorney General, in an opinion rendered February 15, 1918, construed sections 1420 and 1624 (art. 19) of the Revised Statutes, as amended by the act of August 22, 1912 (37 Stat., 356), as preventing the reenlistment or reinstatement in the naval service of any enlisted

man who had deserted therefrom, even after pardon by the President. These provisions of the Revised Statutes, as amended, are as follows:

No minor under the age of sixteen years, nor insane or intoxicated person, and no person who has deserted in time of war from the naval or military service of the United States shall be enlisted in the naval service.

Any officer who knowingly enlists into the naval service any person who has deserted in time of war from the naval or military service of the United States, or any insane or intoxicated person, or any minor between the ages of fourteen and eighteen years without the consent of his parents or guardian, or any minor under the age of fourteen years shall be punished as a court-martial may direct.

In the opinion of the Attorney General both of these provisions come to the same thing: i. e., both are directed to the end of preventing enlistment in the naval service of any person who has deserted from the naval or military service in time of war, and a pardon by the President does not remove this disqualification for the reason that the foregoing provisions did not impose a penalty on the deserter but provided qualifications for entering the naval service.

It was further held by the Attorney General in the same opinion that the disqualifications prescribed by sections 1996 and 1998 of the Revised Statutes, which prohibit any person who deserted from the military or naval service from holding any office of trust or profit under the United States, or exercising any rights of citizenship thereof, are in the nature of penalties which may be removed by the President's pardon.

It is the purpose of the first provision of the proposed bill herewith attached to remove the disability imposed by sections 1420 and 1624, article 19, Revised Statutes, as amended by the act of August 22, 1912 (37 Stat., 356), by authorizing the Secretary of the Navy to reenlist or reinstate such enlisted men as may have deserted or may hereafter desert from the naval service and who have received the President's pardon.

A number of cases have been brought to the attention of the department where enlisted men have been administratively listed as deserters, or convicted of desertion by courts-martial, where it is believed that they should be given an opportunity to retrieve their former conduct. Some of these individuals have served long and faithfully prior to this infraction of law, and the department is of opinion that it would be to the interests of the service if the most deserving be restored to duty or reenlisted as the case may be, if pardoned by the President.

As the law now stands, a member of the naval service who is sentenced to confinement by court-martial and confined is permitted to count the period of confinement toward the fulfillment of his enlistment contract. The department is of the opinion, however, that such should not be the case and respectfully requests that an enlistment in the Navy or Marine Corps shall not be regarded as complete until the enlisted man shall have made good the time lost on account of confinement under sentence hereafter imposed by court-martial.

The act of July 11, 1919, provides for certain short-term enlistments in the Navy but does not include the Marine Corps within its provisions. This has been found to mitigate against the Marine Corps in securing its authorized number of men. The department

the opinion that this should be remedied in such a way as to the Marine Corps on an equal footing with the Navy in the of securing enlistments and reenlistments.

view of the foregoing, the department earnestly recommends the proposed bill attached herewith receive your favorable consideration for enactment at your earliest opportunity.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

to SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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To authorize the reenlistment or reinstatement of enlisted men, deserters from the naval service if pardoned by the President, and for other purposes.

enacted by the Senate and House of Representatives of the United States of America Congress assembled, That any enlisted man who has heretofore or may hereafter from the Navy or Marine Corps may be reinstated or reenlisted in the naval in the discretion of the Secretary of the Navy, if pardoned by the President: And, That an enlistment in the Navy or Marine Corps shall not be regarded as etc until the enlisted man shall have made good any time lost on account of ment under sentence hereafter imposed by court-martial: *Provided further,* hereafter the term of enlistment in the Marine Corps and the gratuity for reen- shall be the same as are now or may hereafter be prescribed for the Navy.





[No. 89.]

NEUMANN, D. A.

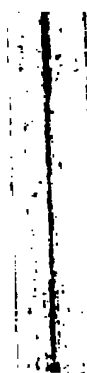
DEPARTMENT OF THE NAVY,  
Washington, October 15, 1919.

DEAR MR. SPEAKER: Under date of February 11, 1919, I received a proposed draft of a bill providing for the relief of Lieut. D. A. Neumann, Pay Corps, United States Naval Reserve Force, to you the recommendation that it be enacted.

On checking up his accounts Lieut. D. A. Neumann, disbursing supply officer, United States Naval Auxiliary Reserve, municipal ferry terminal, New York, N. Y., discovered two pay receipts, one bearing the forged signature of Ensign F. Fritz, which had been made out for \$487, and one bearing the forged signature of Ensign A. V. Smith, which had been made out for the sum of \$407. The party to whom the money had been paid on these forgeries was immediately apprehended, and by direction of the Bureau of Navigation turned over to the commandant, third naval district, under arrest, and arrangements for trial by general court-martial have been prepared. In view of the fact that the personnel of the officers on duty at the municipal ferry terminal was continually changing it was impossible for the disbursing and supply officer to be able to recognize each of them, and it is believed that every safeguard to prevent errors had been taken that could be taken under the circumstances, and for this reason it is recommended that the proposed bill be enacted for the purpose of relieving Lieut. D. A. Neumann from this responsi-

Sincerely yours,





[No. 90.]

COBB, FREDERICK W.

DEPARTMENT OF THE NAVY,  
Washington, October 21, 1919.

**MY DEAR MR. CHAIRMAN:** Replying to the committee's letter in-  
giving bill (H. R. 1851) "To transfer Frederick W. Cobb from the  
of chief machinists, United States Navy, to the list of chief pay  
ks, United States Navy," and requesting the views of the depart-  
ment thereon, I have the honor to inform you that under date of  
y 26, 1919, the department made the following comment and  
commendations upon Senate bill No. 412 "To transfer Frederick  
Cobb from the list of chief machinists, United States Navy,  
temporary lieutenant, United States Navy, to the list of chief pay  
ks, United States Navy, temporary lieutenant, Pay Corps, United  
tes Navy":

have the honor to state that in replying to a letter from your committee on  
February, 1917, the department set forth its views and recommendations as  
follows:

During his last tour of shore duty Chief Machinist Cobb was on duty in  
charge of the naval coal depot at Tiburon, California. This depot is one of our  
major coaling bases, with a capacity of 135,000 tons; and he developed a  
great interest in all matters pertaining to fuel—so much so that he is regarded as  
an expert.

In the summer of 1915, in developing the details of the logistic plans as laid  
down by the General Board, Chief Machinist Cobb was asked to inquire into  
various phases of the commercial resources of the harbor at San Francisco, with  
particular reference to coal and oil, and water and rail transportation. His re-  
port was so comprehensive and showed such a grasp of supply matters that the  
Master General recommended to the Bureau of Navigation the advisability  
of making a commendatory note on this officer's work for his initiative, zeal, and  
diligence.

His knowledge of coaling plants is such that later the Bureau of Navigation,  
on the recommendation of the Bureau of Supplies and Accounts, detailed him  
to Honolulu for the purpose of putting into operation the new plant at that  
port.

Chief Machinist Cobb has taken a peculiarly active interest in all logistic  
matters, with particular reference to the supply department in addition to being  
an expert on fuel, its transportation, and its handling, and the department is  
convinced that, in a broad sense, the interests of the Navy would be better served



[No. 91.]

**SAVAGE, PATRICK.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 21, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing bill (H. R. 3794) "For the relief of Patrick Savage" and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Patrick Savage enlisted in the United States Navy August 23, 1861, at Boston, Mass., for three years, as third-class boy, and served on the *Ohio* and *Gemsbok* until June 8, 1862, when he deserted, he being one among several men who were given eight days' leave of absence on May 31, 1862, and failed to return.

It will be noted that this man deserted at a period in the Civil War when his services were especially needed by his country, and I am not aware of anything taking place in his case subsequent to that time which would warrant the removal of the charge of desertion therefrom. The department therefore recommends that this bill be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 92.]

MORSE, JEROME E.

DEPARTMENT OF THE NAVY,  
Washington, October 21, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing bill (H. R. 1973) for the relief of Lieut. Commander Jerome E. Morse, United States Navy, retired, requesting a report from the department thereon, I have the honor to inform you that under date of July 26, 1919, the department made the following comment and recommendations upon Senate bill 2088, for the relief of Lieut. Commander Jerome E. Morse, United States Navy, retired:

The case of Lieut. Commander Morse has been referred to this department for consideration and recommendation a great many times and upon each occasion the facts and circumstances bearing upon the case have been reconsidered. In reply to the committee's letter inclosing bill (S. 1723) for the relief of Lieut. Commander Jerome E. Morse, United States Navy, retired, requesting the views and recommendations of the department thereon, which was before your committee for consideration May 10, 1917, the department set forth its views and recommendations as follows:

"Lieut. Morse entered the Naval Academy October 11, 1862, and graduated therefrom in June, 1866. During the Civil War, while a midshipman, he rendered active military duty on practice cruises against the enemy.

"On March 30, 1874, while a lieutenant, he was reported by a board of survey to be unfit for active duty by reason of progressive shortsightedness. Basing its opinion on the statement of the officer concerned, the board expressed the view that said disability originated in the service and in the line of duty.

"Thereafter, on July 2, 1874, Lieut. Morse appeared before a naval retiring board, which board, after a full consideration of the case, including the report of the board of survey, found that he 'is incapacitated from performing the duties of his office; and the board further find that the incapacity did not originate in the line of duty, and recommend that Lieut. Morse be placed upon the retired list on furlough pay.'

"The findings of the board were approved by the President, who directed that Lieut. Morse be placed upon the retired list on furlough pay (then slightly more than one-third of full pay), and he was, accordingly, placed upon said list from July 22, 1874, as a lieutenant.

"This was in conformity with the act of August 3, 1861 (12 Stat., 291), now section 1554 of the Revised Statutes, which reads as follows:

"When said board finds that an officer is incapacitated for active service and that his incapacity is not the result of any incident of the service, such officer shall, if said decision is approved by the President, be retired from active service on furlough pay, or wholly retired from service with one year's pay, as the President may determine.

"On June 17, 1878, the President, by and with the advice and consent of the Senate, transferred Lieut. Morse from the furlough-pay to the retired-pay list, under the provisions of section 1594, Revised Statutes, which reads as follows:

"The President, by and with the advice and consent of the Senate, may transfer any officer on the retired list from the furlough to the retired-pay list."

"This transfer was held by the accounting officers of the Treasury to entitle Lieut. Morse to half pay only.

"Section 1588, Revised Statutes, which regulated his pay, provides as follows:

"The pay of all officers of the Navy who have been retired after forty-five years' service after reaching the age of sixteen years, or who have been or may be retired after forty years' service, upon their own application to the President, or on attaining the age of sixty-two years, or on account of incapacity resulting from long and faithful service, from wounds or injuries received in the line of duty or from sickness or exposure therein, shall, when not on active duty, be equal to seventy-five per centum of the sea pay provided by this chapter for the grade or rank which they held, respectively, at the time of their retirement. The pay of all other officers on the retired list shall, when not on active duty, be equal to one-half the sea pay provided by this chapter for the grade or rank held by them, respectively, at the time of their retirement."

"Under the provisions of an act of Congress approved June 10, 1902 (32 Stat., 1444), Lieut. Morse was transferred from the half-pay list to the 75 per cent pay list of retired officers. That act reads as follows:

"That the Secretary of the Navy be, and he is hereby, authorized and empowered to transfer Lieutenant Jerome E. Morse, of the retired list of the United States Navy, from the half-pay list to the seventy-five per centum pay list of retired officers, under section fifteen hundred and eighty-eight of the Revised Statutes of the United States; and the said transfer shall take effect as of the passage of this act."

"Thereafter Congress enacted the following (act of June 29, 1906, 34 Stat., 554):

"That any officer of the Navy not above the grade of captain who served with credit as an officer or as an enlisted man in the Regular or Volunteer forces during the Civil War prior to April ninth, eighteen hundred and sixty-five, otherwise than as a cadet, and whose name is borne on the Official Register of the Navy, and who has heretofore been, or may hereafter be, retired on account of wounds or disability incident to the service or on account of age or after forty years' service, may, in the discretion of the President, by and with the advice and consent of the Senate, be placed on the retired list of the Navy with the rank and retired pay of one grade above that actually held by him at the time of retirement: \* \* \*"

"Under this act the President, on January 18, 1907, nominated Lieut. Morse for advancement on the retired list to the grade of lieutenant commander, which nomination was confirmed by the Senate on January 23, 1907. It was accordingly held by the Comptroller of the Treasury, on September 20, 1907 (14 Comp. Dec., 161), that Mr. Morse was entitled to the pay of a lieutenant commander on the retired list.

"The theory upon which such advancement was made was that the act of June 10, 1902 (supra), had the effect of making Mr. Morse 'an officer retired on account of disability originating in the line of duty from the date of the passage of said act.'

"On March 13, 1909, however, the Attorney General, in the case of Assistant Engineer Jabez Burchard, United States Navy, retired, in which case the facts were practically identical with those in the Morse case, held (27 Op. A. G., 221), quoting from the syllabus:

"The act of 1906 (the special act placing Mr. Burchard on the 75 per centum pay list) did not change the fact that said officer was retired, however erroneous such action may have been, for incapacity not originating in the line of duty.

"It was accordingly held in Mr. Burchard's case that he was not entitled to an advance of one grade under the act of June 29, 1906.

"Thereupon, on March 29, 1909, the Comptroller of the Treasury, following the Burchard opinion, held that Mr. Morse was not entitled to advancement to the grade of lieutenant commander, and that the act of June 10, 1902 (supra), did not make him an officer 'retired on account of wounds or disabilities incident to the service.'

"In view of the above opinion of the Attorney General, the advancement of Mr. Morse to be a lieutenant commander was canceled as having been erroneous and illegal, so that he is now in the status of a lieutenant on the retired list of the Navy, retired for disability not incident to the service, but receiving three-fourths pay on the retired list by virtue of the special act of June 10, 1902.

"From the foregoing it will be noted that though the incapacity of Lieut. Morse in 1874 was not the result of an incident of the service, he was retired on furlough pay when he might have, under the law, in the discretion of the President, been wholly retired from the service with one year's pay; that on June 17, 1878, he was transferred from the furlough to the retired pay list, on which list, under the law and circumstances of his case, he received one-half of active duty sea pay; and that on June 10, 1902, he was, by special act of Congress, transferred from the retired or half-pay list to the 75 per cent pay list of retired officers.

"In view of the foregoing, therefore, there is, in the opinion of the department, nothing in the record of Lieutenant Morse of such a particularly meritorious nature as to warrant the enactment of further special legislation in his favor. Favorable consideration of the bill (S. 1723) is not recommended."

After a careful reconsideration of the facts and circumstances involved, the department continues of the opinion expressed in its letter of May 10, 1917, above quoted, and favorable consideration of the bill (S. 2088) is not recommended.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

[No. 93.]

**McDONALD, MATTHEW.**

**DEPARTMENT OF THE NAVY,  
Washington, October 21, 1919.**

**MY DEAR MR. CHAIRMAN:** In reply to the committee's letter, inclosing bill (H. R. 7231) for the relief of Matthew McDonald, and requesting a report from the department thereon, I have the honor to state that under date of July 14, 1919, the department, in commenting upon Senate bill 1743 "For the relief of Matthew McDonald," made the following recommendation:

I have the honor to state that the department does not recommend that his record be amended as proposed in this bill.

The records of the department show that one Matthew McDonald enlisted in the Navy at Cincinnati, Ohio, on June 23, 1863, as a second-class boy, for one year, served in the *Moose*, and deserted from that vessel August 20, 1863.

In view of the fact that McDonald deserted from the service at a time when his services were most needed, I recommend that Senate bill 1743 be not approved.

Sincerely, yours,

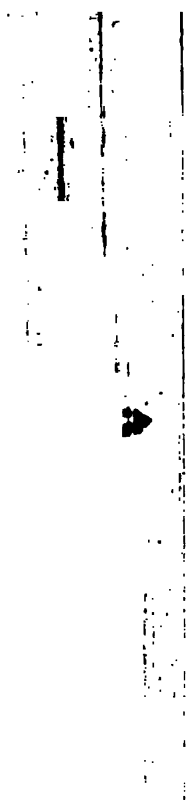
**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

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[No. 94.]

**TRAVEL PAY TO ENLISTED MEN WHEN DISCHARGED TO  
PERMIT THEM TO REENLIST IN NAVAL SERVICE.**

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**LETTER**

**FROM**

**THE ACTING SECRETARY OF THE NAVY**

**TRANSMITTING**

**A TENTATIVE DRAFT OF A BILL TO PROVIDE FOR THE PAYMENT OF THE BONUS AND TRAVEL PAY TO ENLISTED MEN OF THE NAVAL SERVICE WHO HAVE BEEN OR MAY HEREAFTER BE DISCHARGED FOR THE PURPOSE OF REENLISTING THEREIN, AS PROVIDED FOR THE REGULAR ARMY IN THE ACT OF SEPTEMBER 29, 1919.**

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**OCTOBER 21, 1919.**—Referred to the Committee on Naval Affairs and ordered to be printed.

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**DEPARTMENT OF THE NAVY.**

*Washington, October 18, 1919.*

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to provide for payment of the bonus and travel pay to enlisted men of the naval service who have been or may hereafter be discharged for the purpose of reenlisting therein, as provided for the Regular Army in the act of September 29, 1919.

Under decisions of the Comptroller of the Treasury, the Navy Department is prohibited from paying the \$60 bonus provided by the act of February 24, 1919 (40 Stat., 1151), or travel pay provided by the act of February 28, 1919 (40 Stat., 1203), to enlisted men of the Navy or Marine Corps and members of the Naval Reserve Force or the Marine Corps Reserve who have been or may hereafter be discharged to permit their reenlistment in the regular service. Many of the men who are disposed to reenlist in the regular service are deterred from so doing by the apparently unjust discrimination against them with respect to receiving the bonus and travel pay when discharged to permit them to reenlist.

As the situation stands under the comptroller's decisions above noted, bonus and travel pay are allowed only to men honorably discharged before the termination of their current enlistment or their

term of service who do not reenlist. Likewise, members of the Naval Reserve Force who are inclined to enlist in the naval service are deterred from so doing by reason of being prohibited from receiving the bonus, since such transfer has been held by the Comptroller of the Treasury as not constituting a separation from the service. The foregoing places a premium on not reenlisting, and the Navy Department feels that this is a great handicap in securing the necessary trained men to carry on the work of the Navy and Marine Corps.

In view of the foregoing, the department respectfully requests that the draft of a proposed bill hereto attached receive your favorable consideration for enactment by this Congress.

Sincerely, yours.

THOS. WASHINGTON,  
*Acting Secretary of the Navy.*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL. To amend section 1406 of the act entitled "An act to provide revenue, and for other purposes," approved February 24, 1919, and section 3 of the act entitled "An act permitting any person who has served in the United States Army, Navy, or Marine Corps in the present war to retain his uniform and personal equipment and to wear the same under certain conditions," approved February 28, 1919.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That in case any enlisted man has been or hereafter shall be discharged from any branch or class of the naval service for the purpose of reenlisting in any branch or class thereof, or has heretofore or hereafter shall extend his enlistment therein, he shall be entitled to the payment of \$60 bonus provided in section 1406 of the act entitled "An act to provide revenue, and for other purposes," approved February 24, 1919, volume 40, Statutes at Large, page 1151, and to travel pay as authorized in section 3 of the act entitled "An act permitting any person who has served in the United States Army, Navy, or Marine Corps in the present war to retain his uniform and personal equipment and to wear the same under certain conditions," approved February 28, 1919, volume 40, Statutes at Large, page 1203.

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[No. 95.]

**MILLER, MAJ. ELLIS B.**

**DEPARTMENT OF THE NAVY,  
Washington, October 21, 1919.**

**MY DEAR MR. CHAIRMAN:** In reply to the committee's letter inclosing bill (H. R. 5597) "For the relief of Maj. Ellis B. Miller," and requesting a report from the department thereon, I have the honor to state that under date of July 7, 1919, the department made the following comment and recommendations upon Senate bill 1661, "For the relief of Maj. Ellis B. Miller":

A similar bill, H. R. 20405, was formerly introduced "For the relief of Capt. Ellis B. Miller," and in replying to the committee's letter requesting the views and recommendations of the department thereon it was stated that—

"Argument in favor of extending relief to Capt. Miller has been based upon the grounds that certain other marine officers were promoted who had been examined under the provisions of General Order No. 36, dated December 10, 1906, in place of under the provisions of General Order No. 76, dated September 28, 1908, and had been promoted although they had not made as high marks in their professional examination as was required by the later order, but it may be stated that in their cases no question had been raised as to their moral qualifications for promotion."

In view of the foregoing, it is recommended that Senate bill 1661 be not favorably considered by your committee.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.**



[No. 96.]

**CALDWELL, WILLIAM H.**

**DEPARTMENT OF THE NAVY,  
Washington, October 22, 1919.**

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing H. R. 9525, "Granting authority on certain conditions to the Secretary of the Navy to reinstate William H. Caldwell in the United States Naval Service," and requesting the views and recommendations of the department thereon, I have the honor to inform you that in reply to a similar request from the chairman of the Senate Naval Affairs Committee for the views and recommendations of the department on S. 3085, which is identical with bill H. R. 9525, the recommendations were as follows:

Replying to the committee's letter inclosing bill (S. 3085) "Granting authority on certain conditions to the Secretary of the Navy to reinstate William H. Caldwell in the United States Naval Service," and requesting the views and recommendations of the department thereon, I have the honor to inform you that Lieut. Commander William H. Caldwell, United States Naval Reserve Force, graduated from the United States Naval Academy with credit in June, 1896, and after a two years' cruise received a diploma at final graduation in June, 1898. At the end of the cruise Lieut. Commander Caldwell stood number one in his class but was found physically disqualified by the medical examining board and in consequence of this finding was honorably discharged from the naval service.

At the outbreak of the Spanish-American War Lieut. Commander Caldwell tendered his services to the Navy and after passing the required professional and physical examinations was commissioned a lieutenant (junior grade) and served from May, 1898, to January, 1899, when he was honorably discharged.

By the provisions of an act of Congress in March, 1901, he was awarded a Spanish War medal in recognition of his services aboard the U. S. S. Abarenda at Guantanamo, Cuba, on June 11, 12, and 13, 1898.

Lieut. Commander Caldwell then offered his services to the Navy January 25, 1918, as lieutenant, United States Naval Reserve Force, and was ordered to the naval proving grounds, at which he has served continuously since that date. On March 29, 1919, he was promoted to lieutenant commander, United States Naval Reserve Force.

It has always been the policy of the department to look with disfavor on legislation of this character except in particularly meritorious cases. Since an examination of Lieut. Commander Caldwell's record does not show that he should come within this category, the department recommends that bill S. 3085 be not enacted.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.**



[No. 97.]

EFFICIENCY OF THE NAVAL RESERVE FORCE.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

TENTATIVE DRAFT OF A BILL REGARDING THE NAVAL RESERVE  
FORCE OF THE UNITED STATES NAVY.

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OCTOBER 24, 1919.—Referred to the Committee on Naval Affairs and ordered to be printed.

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NAVY DEPARTMENT,  
*Washington, October 21, 1919.*

MY DEAR MR. SPEAKER: It is requested that the following legislation concerning the Naval Reserve Force be enacted at the earliest possible date:

(1) That hereafter the Secretary of the Navy may, in his discretion, withhold any part, or all, of the retainer pay which may be due a member of the Naval Reserve Force for failure to perform such duty as may be prescribed by the Secretary of the Navy for the maintenance of the efficiency of the Naval Reserve Force: *Provided*, That any money so withheld shall be credited to the appropriation for organizing and administering the Naval Reserve Force to be used for any purpose that the Secretary of the Navy may consider proper to increase the efficiency of the Naval Reserve Force.

This legislation is considered necessary in order that the department can have some hold upon members of the Naval Reserve Force to the end that the requisite amount of duty may be obtained to maintain the efficiency of the Naval Reserve Force.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES,  
*Washington, D. C.*



[No. 98.]

**TO PROMOTE THE EFFICIENCY OF THE UNITED STATES  
NAVY.**

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**LETTER**

**FROM**

**THE SECRETARY OF THE NAVY,**

**TRANSMITTING**

**A TENTATIVE DRAFT OF A BILL TO PROMOTE THE EFFICIENCY  
OF THE UNITED STATES NAVY.**

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OCTOBER 24, 1919.—Referred to the Committee on Naval Affairs and ordered to be printed.

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DEPARTMENT OF THE NAVY,  
*Washington, October 22, 1919.*

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill "To promote the efficiency of the United States Navy," by extending sections 12 and 13 of the selective-draft act approved May 18, 1917, as amended by the act "To promote the efficiency of the United States Navy," approved October 6, 1917, after the present war with the German Government has been officially ended.

The benefits derived by the Navy from the protection afforded naval training stations through the efficient administration of the provisions of law above noted during the present war are so fully appreciated by the naval service that it is desired to have said acts continue in force for the protection of the naval training stations which must be operated in time of peace as well as in time of war.

The fact that the same immoral and degenerating forces operate in time of peace as in time of war and require the same application of combative forces if they are to be overcome is too self-evident to require an explanation. It is therefore strongly recommended that these provisions be extended in such a manner as to authorize the Navy to continue its work thereunder as provided for in the proposed draft of a bill hereto attached.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

**The SPEAKER OF THE HOUSE OF REPRESENTATIVES.**

## A BILL To promote the efficiency of the United States Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the provisions of sections 12 and 13 of the selective-drill act approved May 18, 1917, as amended by the act "To promote the efficiency of the United States Navy," approved October 6, 1917, shall continue to apply to all naval training stations, but not to navy yards or receiving ships, after the war with the German Government shall have ended.

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[No. 99.]

**COAST GUARD, TO REGULATE PAY, ALLOWANCES, PROMOTION, AND PRIVILEGES OF WARRANT OFFICERS.**

**DEPARTMENT OF THE NAVY,**  
Washington, October 27, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 7487) "To regulate the pay, allowances, promotion, and privileges of warrant officers in the Coast Guard," and requesting the views and recommendations of the department thereon, I have the honor to state that inasmuch as the Coast Guard has been transferred from the jurisdiction of the Navy to the jurisdiction of the Treasury Department by Executive order under date of August 28, 1919, this department does not feel inclined to comment upon bill H. R. 7487.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 100.]

**BRONZE TABLET, ERECTION OF, AT UNITED STATES NAVAL  
ACADEMY.**

**NAVY DEPARTMENT,**


**Washington, October 30, 1919.**

**MY DEAR MR. CHAIRMAN:** Replying further to the committee's letter inclosing bill (H. R. 7627) "to authorize and direct the erection at the United States Naval Academy at Annapolis of a bronze tablet carrying the names of the graduates of the United States Naval Academy who were killed in battle or died of wounds received in battle during the recent European war," and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

A memorial such as that proposed in this bill, erected at the Naval Academy, would serve as a memorial in the midst of the South there in training to remind them that deeds of gallantry are not unheralded by their country.

The department is of the opinion, however, that such a tablet would not only include the graduates of the Naval Academy but the names of all persons in the naval service who were killed in battle or died of wounds received in battle during the recent European war. So inscribed, the tablet would have a permanent historical value and be a suitable commemoration of the patriotism and honor exhibited by those in the naval service who have made this supreme sacrifice.

In view of the foregoing, it is recommended that the bill H. R. 7627 be amended so as to include "the names of all the members of the naval personnel who were killed in battle or died of wounds received in battle during the recent European war," and, as amended,



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[No. 100.]

**BRONZE TABLET, ERECTION OF, AT UNITED STATES NAVAL  
ACADEMY.**

**NAVY DEPARTMENT,**

**Washington, October 30, 1919.**

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 7627) "to authorize and direct the erection at the United States Naval Academy at Annapolis of a bronze tablet carrying the names of the graduates of the United States Naval Academy who were killed in battle or died of wounds received in battle during the recent European war," and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

A memorial such as that proposed in this bill, erected at the Naval Academy, would serve as a memorial in the midst of the youth there in training to remind them that deeds of gallantry are not unheralded by their country.

The department is of the opinion, however, that such a tablet should not only include the graduates of the Naval Academy but the names of all persons in the naval service who were killed in battle or died of wounds received in battle during the recent European war. So inscribed, the tablet would have a permanent historical value and be a suitable commemoration of the patriotism and honor exhibited by those in the naval service who have made this supreme sacrifice.

In view of the foregoing, it is recommended that the bill H. R. 7627 be amended so as to include "the names of all the members of the naval personnel who were killed in battle or died of wounds received in battle during the recent European war," and, as amended, be enacted.

Sincerely, yours,

THOS. WASHINGTON,  
*Acting Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

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[No. 101.]

**MOOTS, CHARLES W.**

**DEPARTMENT OF THE NAVY,  
Washington, November 6, 1919.**

The CHAIRMAN,  
*Committee on Naval Affairs,  
House of Representatives.*

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing a bill (H. R. 9087) for the appointment of Lieut. Commander Charles W. Moots to the permanent Medical Corps of the Navy and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department has under consideration the general proposition of making members of the Naval Reserve Force eligible for transfer to the Regular Navy under certain conditions and does not desire to consider individual cases such as presented by this bill at this time.

It has been the constant policy of the department to look with disfavor upon proposed legislation of this character, except in specially meritorious cases, and there does not appear to be anything in the record of Lieut. Commander Moots which warrants his case being specially considered.

In view of the foregoing, the department recommends that the bill (H. R. 9087) be not enacted.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

clerks who worked up the data for the State of Rhode Island had been working under contract to get out the information, the department would have had to pay no less than \$1 per hour. This would have approximated \$2 per record. In the same ratio it would cost the Government \$1,168,000 to get out a detailed record of service for every State, but the department feels that this work can be done for a good deal less, or the maximum of \$750,000, for the reason that a greater number of records would be covered and examined at one time, by the reason of getting the record of every State instead of having to select just a few of the records, here and there, for an individual State.

The department is receiving so many urgent requests from adjutant generals of States for this kind of information that it is hoped the suggested bill may be enacted into law at the earliest possible date.

Very sincerely, yours,

JOSEPHUS DANIELS.

Hon. CARROLL S. PAGE, U. S. S.,  
*United States Senate,*  
*Washington, D. C.*

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[No. 102.]

**RECORDS TO FURNISH OF OFFICERS AND MEN WHO SERVED  
IN THE WAR WITH GERMANY.**

**NAVY DEPARTMENT,**  
Washington, November 6, 1919.

MY DEAR MR. BUTLER: Sometime ago at the request of this department you introduced H. R. 9694, authorizing the Bureau of Navigation, Navy Department, to furnish to the proper officers of the several States, Territories, insular possessions, and the District of Columbia, of the United States, statements of the services of all persons from those places who entered the naval service during the war with Germany, and for other purposes.

I have the honor to inclose herewith a copy of a communication just sent to Senator Page, which was written in response to an inquiry from him for more detailed information, and I suggest that the department's reply may be of interest to you.

Very sincerely, yours,

JOSEPHUS DANIELS.

Hon. THOMAS S. BUTLER, M. C.,  
*House of Representatives,*  
*Washington, D. C.*

**NAVY DEPARTMENT,**  
Washington, November 6, 1919.

MY DEAR SENATOR: I have received your letter of November 3, 1919, requesting detailed information in connection with the request for an appropriation of \$750,000 for the purpose of furnishing, for the various States, the records of the service of all persons who entered the naval service during the war with Germany from such States.

Some months ago the State of Rhode Island requested the Bureau of Navigation, this department, to furnish the Navy address and the home address of all persons at that time in the naval service who came from the State of Rhode Island. A careful record was kept of the time used in securing this information, and it was found that 4,700 records of persons from the State of Rhode Island were taken out of the entire files of the enlisted personnel, and this took the time of 213 persons for 40 hours each, representing 8,520 man-hours.

It will be noted that the State of Rhode Island requested only the Navy and home address. The adjutant generals of the various States, in requesting records from the Navy Department, are asking a great deal more detailed information; in fact, they desire a complete detailed statement of each man's service, including citations, reports of meritorious conduct, and places and dates of all service. During the present war there were in the naval service approximately 33,000 officers and 551,000 enlisted men, a total of 584,000. If the

clerks who worked up the data for the State of Rhode Island had working under contract to get out the information, the department would have had to pay no less than \$1 per hour. This would approximated \$2 per record. In the same ratio it would cost the Government \$1,168,000 to get out a detailed record of service for every State, but the department feels that this work can be done for a good deal less, or the maximum of \$750,000, for the reason that a greater number of records would be covered and examined at one time, by the reason of getting the record of every State instead of having to select just a few of the records, here and there, for an individual State.

The department is receiving so many urgent requests from adjutants general of States for this kind of information that it is hoped the suggested bill may be enacted into law at the earliest possible date.

Very sincerely, yours,

JOSEPHUS DANIEL

Hon. CARROLL S. PAGE, U. S. S.,  
*United States Senate,*  
*Washington, D. C.*

○

ent Board, of the Macy Board, which only concerned itself with wages in shipyards. It began its labors in August, 1917, and its first set of decisions were issued in 1918, from February to April. This board then gave notice that it would again examine the living cost of the workers at the end of six months and revise the wage scale if the results of the examination showed it to be necessary. This examination was made, and an increased scale for all districts went into effect on October 1, 1918. This has been considered the standard on all department work up to this time in the trades which concerned.

In the case of the Macy Board the department did direct that its decisions should be binding upon shipbuilders under cost-plus contracts. This fixed the standard of wages on all shipbuilding work and through labor competition it affected fixed-price contracts as well. But the comptroller has held that the department has no authority to adjust such fixed-price contracts; and the department was not at all sure that many of them should be granted adjustment. Claims have been filed on contracts executed after the notice given by the Macy Board that it would reexamine the wage scale after a period of six months, and it is to be supposed that any bidder would take the constantly mounting cost of living into consideration and would frame his bid to cover probable wage increases, and it believed that many of them did.

The National War Labor Board was created by the President's proclamation of April 8, 1918. Its awards more nearly affected the making of ordnance supplies than any other of the department's activities. I had occasion to submit to the Comptroller of the Treasury the question of my right to increase the compensation of an ordnance contractor, under a fixed-price contract, because of its increased labor cost due to the awards of the labor board. In denying that right he said that the board was one of the instrumentalities for the conciliation of labor disputes, and adds:

It is not shown that the Government raised wages as a means of stimulating production, but, on the contrary, that it acted as mediator or abiter in controversies as wages between employers and workers in order that production under its contracts might not be stopped or hindered. The imperative necessity for increase of standardization of wages existed independently of the Government's wishes or action in

taken up without additional legislation by the extension of the contract time in proper cases, and this has been done in many instances. If it should be intended that the words "other governmental activities" are intended to include transportation while the Government has been operating the railroads, attention is directed to a decision made, at my request, by the comptroller, in which he said:

By assuming administrative control of the railroads the Government did not undertake to change the liability of the carrier or to assume the responsibility for delays in shipments under Federal control. It was the object of the Government to coordinate the various railroad systems and improve the service in general. It does not appear that the particular delay now in question was the result of any specific order or other action of any Government officer or agency.

The attempt to bring in the action of governmental agencies, whether of wages, transportation, materials, or priorities, forces consideration of the probabilities if such agencies had not intervened. It is not probable that, with all the outstanding cost-plus contracts, competition would have driven the prices of all, and the time of delivery, to a point far less advantageous to the contractor than actually existed under such Government control as was exercised?

We have seen this in a measure since the armistice where labor which had a basic price of 80 cents per hour under the highest governmental war prices, has advanced to \$1 an hour; and this is being paid by many contractors on fixed-price contracts. If the relief asked is to be granted, and the United States is to be held liable in all cases to reimburse contractors on the scale of wages fixed by the Macy Board, or the War Labor Board, or any other governmental agency, then this should be the limit, and no increases be granted which have resulted from competition since the restraining hand of the Government was withdrawn.

I can see no objections to the provisions of the bill which give to sureties who have completed the work of defaulting contractors, or advanced their money to prevent their default, the right to receive the same measure of relief as would be given, under the bill, to the contractors in whose shoes they stand. In the case of the French Spoliation Claims, the underwriters who had paid losses were allowed to be substituted for the original owners to the extent of their actual payments.

I have made these comments on the pending bill, not because I believe that such legislation should pass, throwing down the bars to any contractor who may feel that his claim should be considered and thus putting in motion expensive governmental agencies, but rather because it was but due the committee that I point out what appear to be faults in the proposed legislation in case my views upon the basic principle of such an enactment should not meet with the committee's concurrence.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy*

HON. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

ment Board, of the Macy Board, which only concerned itself with wages in shipyards. It began its labors in August, 1917, and its first set of decisions were issued in 1918, from February to April. This board then gave notice that it would again examine the living cost of the workers at the end of six months and revise the wage scale if the results of the examination showed it to be necessary. This examination was made, and an increased scale for all districts went into effect on October 1, 1918. This has been considered the standard on all department work up to this time in the trades which are concerned.

In the case of the Macy Board the department did direct that its decisions should be binding upon shipbuilders under cost-plus contracts. This fixed the standard of wages on all shipbuilding work and through labor competition it affected fixed-price contracts as well. But the comptroller has held that the department has no authority to adjust such fixed-price contracts; and the department is not at all sure that many of them should be granted adjustment. Claims have been filed on contracts executed after the notice given by the Macy Board that it would reexamine the wage scale after a period of six months, and it is to be supposed that any bidder would take the constantly mounting cost of living into consideration and would frame his bid to cover probable wage increases, and it believed that many of them did.

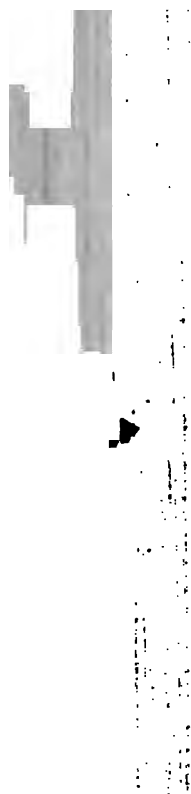
The National War Labor Board was created by the President's proclamation of April 8, 1918. Its awards more nearly affected the making of ordnance supplies than any other of the department's activities. I had occasion to submit to the Comptroller of the Treasury the question of my right to increase the compensation of an ordnance contractor, under a fixed-price contract, because of its increased labor cost due to the awards of the labor board. In denying that right he said that the board was one of the instrumentalities for the conciliation of labor disputes, and adds:

It is not shown that the Government raised wages as a means of stimulating production, but, on the contrary, that it acted as mediator or abiter in controversies as to wages between employers and workers in order that production under its contracts might not be stopped or hindered. The imperative necessity for increase of standardization of wages existed independently of the Government's wishes or action in the matter. Adjustment was necessary to enable the contractor to carry out his contract obligation. It is not shown that the contractor was damaged by the establishment of this wage scale. It seems to be fully established that concessions to labor in the matter of wages would have been unavoidable in any case, and the Government merely undertook to mediate or arbitrate a wage scale.

The same view is taken by the Supreme Court in its decision (Apr. 14, 1919) in the case of Columbus Railway & Power Company v. Columbus (249 U. S., 399, 413; advance sheets).

If the relief here asked is granted, it will have the effect of transforming all fixed-price contracts into cost contracts; in other words, placing the entire risk on the United States; for the attention of the department will not be called in cases where contractors made excessive profits, and many are known to exist, and the Government will not have had the advantage which it had in cost-plus contracts of supervising the costs as they were incurred. It is not believed that such is the intention of Congress.

The question of delays caused by the action of the United States Priority Board or other governmental activity is one that can be



NAVY DEPARTMENT,  
Washington, October 24, 1919.

**To:** The Solicitor.

**Subject:** Claims for losses under fixed-price contracts.

1. Claims for losses under fixed-price contracts brought about by the action of Government agencies after the date upon which such contracts were entered into and which come within the limitations below stated, will be received and investigated with the view to recommending congressional relief, provided that each claimant in the first instance files an affidavit that on his entire business during the period from April 6, 1917, to June 30, 1919, he did not make a net profit of 8 per cent per annum on the capital actually invested in his entire business or under the contract itself, viz:

(a) Claims must be confined to contracts made between April 6, 1917, and November 11, 1918, or which were due for completion after April 6, 1917.

(b) Consideration will not be given to losses occurring prior to April 6, 1917.

(c) Claims will not be considered for any losses arising from loss or cancellation of commercial business resulting from mandatory orders placed by the Navy Department or contracts voluntarily entered into with the Navy Department.

(d) No claim will be considered if based upon a contract or order modified or canceled in the whole or in part, the terms of which modification or cancellation shall have been agreed upon by the parties to the contract since November 11, 1918.

(e) Every claim must be submitted under oath.

2. It is not proposed publicly to announce this policy. We have not the force to investigate all the claims which a public announcement would cause to be submitted. But such claims as may now be in hand will be disposed of in accordance with the foregoing, as well as any other that may be received. Prospective claimants themselves, upon inquiry, may be informed of the conditions under which the department will investigate their claims.

JOSEPHUS DANIELS.

Confidential.

20

[No. 105.]

**CONTRACTORS AND SUBCONTRACTORS.**

**NAVY DEPARTMENT,  
Washington, January 22, 1920.**

I have the honor to invite attention to my letter of December 19, to the chairman of the House Committee on Naval Affairs to the draft of bill therewith, which was proposed as a substitute bill then before the Naval Committee providing for the relief of contractors with the department on a fixed price basis who had incurred losses through action of agencies of the Government. A copy of said draft of bill and of my letter of the 6th of December printed as a bulletin "Contractors and subcontractors (No. 2)," by of which together with a copy of my letter of the 6th of November 1919, therein referred to is inclosed herewith for your convenient use.

A number of cases contractors are suffering hardship because of losses sustained in carrying out or in attempting to carry out fixed contracts with the department, which losses resulted in one way or another from the activities of the Government, and it is earnestly recommended that the necessary legislation authorizing the department to receive and investigate such claims and report thereon to Congress be given favorable consideration at an early date.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

Respectfully,  
The honorable the SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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NAVY DEPARTMENT,  
Washington, November 6, 1919.



(c) Claims will not be considered for any losses arising from loss or cancellation of commercial business resulting from mandatory orders placed by the Navy Department or contracts voluntarily entered into with the Navy Department.

(d) No claim will be considered if based upon a contract or order modified or canceled in the whole or in part, the terms of which modification or cancellation shall have been agreed upon by the parties to the contract since November 11, 1918.

(e) Every claim must be submitted under oath.

2. It is not proposed publicly to announce this policy. We have not the force to investigate all the claims which a public announcement would cause to be submitted. But such claims as may now be in hand will be disposed of in accordance with the foregoing as well as any others that may be received. Prospective claimants, themselves, upon inquiry, may be informed of the conditions under which the department will investigate their claims.

JOSEPHUS DANIELS.

A BILL For the relief of contractors and subcontractors, including material men, for work under the Navy Department, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of the Navy, under such regulations as he may prescribe, is hereby authorized and directed to receive and investigate claims submitted under oath and filed with the Navy Department within sixty days from the passage of this act, looking to reimbursement of contractors through appropriations to be made by Congress for that purpose, upon estimates furnished by the Secretary from time to time, for actual losses under fixed-price contracts, occurring after April 6, 1917, but not including losses of anticipated profits, which actual losses have been brought about by the action of Government agencies after the date upon which such contracts were entered into and which have arisen under contracts made between April 6, 1917, and November 11, 1917, or under contracts which were due for completion after April 6, 1917, either by the terms of the contracts or authorized extensions thereof. The Secretary shall reject claims for losses arising from loss or cancellation of commercial business resulting from mandatory orders placed by the Navy Department or from contracts voluntarily entered into with the Navy Department; and claims based upon any contract or order modified or cancelled in whole or in part, the terms of which modification or cancellation shall have been agreed upon by the parties to the contract since November 11, 1918; but execution of a final voucher under the provisions of a contract shall not bar the claimant from equitable relief under this act if he is otherwise entitled thereto. In case the performance of the contract by any contractor as contemplated herein is not completed prior to the passage of this act, the claimant may file a preliminary claim within sixty days after the passage hereof and may thereafter, within thirty days after the completion of such contract, file final claim, which shall not exceed the amount specified in his preliminary claim. As a condition precedent to such investigation, the Secretary shall first require each claimant to make affidavit that on the entire volume of his business, during the period between April 6, 1917, and June 30, 1919, he did not make a net profit of 8 per centum per annum on the capital actually invested in his entire business, and that he did not make a profit of 8 per centum on the contract itself. The word "contractors" shall be deemed to include subcontractors and material men, who may present their claims either directly to the Secretary of the Navy, or through their respective contractors. The Secretary of the Navy, for the purposes of this investigation, shall have access to all reports made by any claimant to the Treasury Department, for purposes of taxation, and shall have the right to summon witnesses and examine them under oath, acting either in person or through such agencies as he may establish, and may require the claimant to exhibit his books and papers.

Sec. 2. That the Secretary of the Navy is hereby authorized, as an incident to the relief contemplated by this act, to waive, mitigate, or remit liquidated damages for delays in completion of contracts, deducted under the provisions of contracts falling within the scope of this act, in those cases and to the extent that such delay is ascertained to be due to the causes specified in section 1 of this act, and he is authorized to prescribe regulations for the purpose of carrying this provision into effect.

Sec. 3. There is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \_\_\_\_\_ dollars or so much thereof as may be necessary for the payment of the expenses of the investigations authorized by this act, including such additional clerical and technical assistants as the Secretary of the Navy may see proper to employ, which technical assistants may be employed without regard to civil service rules.

[No. 105.]

**CONTRACTORS AND SUBCONTRACTORS.**

**NAVY DEPARTMENT,**  
Washington, January 22, 1920.

SIR: I have the honor to invite attention to my letter of December 6, 1919, to the chairman of the House Committee on Naval Affairs and to the draft of bill therewith, which was proposed as a substitute for all bills then before the Naval Committee providing for the relief of contractors with the department on a fixed price basis who had suffered losses through action of agencies of the Government.

A copy of said draft of bill and of my letter of the 6th of December are printed as a bulletin "Contractors and subcontractors (No. 2)," a copy of which together with a copy of my letter of the 6th of November, 1919, therein referred to is inclosed herewith for your convenient reference.

In a number of cases contractors are suffering hardship because of losses sustained in carrying out or in attempting to carry out fixed price contracts with the department, which losses resulted in one way or another from the activities of the Government, and it is earnestly recommended that the necessary legislation authorizing the department to receive and investigate such claims and report thereon to the Congress be given favorable consideration at an early date.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The honorable the SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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**NAVY DEPARTMENT,**  
Washington, November 6, 1919.

MY DEAR MR. BUTLER: I am requested by your recent communication to make report and recommendation on H. R. 9722 "For the relief of contractors and subcontractors for docks, tanks, buildings, and work under the supervision of the Navy Department, and for other purposes."

The bill places upon the Secretary of the Navy the duty of investigating all claims for losses on fixed price contracts, and of subcontracts made thereunder, under the circumstances therein named. This would involve the investigation of thousands of contracts and subcontracts, and yet no appropriation is proposed for the purpose of paying the expense of such an investigation, and no provision is included for the employment of the clerical and expert forces that will be necessary if the work is to be undertaken. With the placing of the reserve officers on the inactive list, the department has lost a great many expert cost-accountants, and they can not be hired as civilians for the salaries which they were willing to accept as officers under the circumstances of the war.

There is no limitation placed upon the duty of the Secretary to investigate all claims presented. I have always taken the position that a contractor was not entitled to be relieved from losses upon a particular contract if his business, with the department, generally, during the war period, had been profitable. There should therefore be some provision in any legislation on the subject which Congress may deem it fitting to enact, eliminating claims of contractors who have, perhaps, made a loss on the specific contract claimed under, but have found the aggregate of their contracts with the department profitable.

I have made these comments on the pending bill not because I believe that such legislation should pass, throwing down the bars to any contractor who may feel that his claim should be considered and thus putting in motion expensive governmental agencies; but rather because it was but due the committee that I point out what appear to be faults in the proposed legislation in case my views upon the basic principle of such an enactment should not meet with the committee's concurrence.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

HON. THOMAS H. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

○

wages on all shipbuilding work, and, through labor competition, it affected fixed-price contracts as well. But the comptroller has held that the department has no authority to adjust such fixed-price contracts; and the department is not at all sure that many of them should be granted adjustment. Claims have been filed on contracts executed after the notice given by the Macy Board that it would reexamine the wage scale after a period of six months, and it is to be supposed that any bidder would take the constantly mounting cost of living into consideration, and would frame his bid to cover probable wage increases, and it believed that many of them did.

The National War Labor Board was created by the President's proclamation of April 8, 1918. Its awards more nearly affected the making of ordnance supplies than any other of the departments activities. It had occasion to submit to the Comptroller of the Treasury the question of my right to increase the compensation of an ordnance contractor, under a fixed price contract, because of its increased labor cost due to the awards of the Labor Board. In denying that right he said that the board was one of the instrumentalities for the conciliation of labor disputes, and add:

"It is not shown that the Government raised wages as means of stimulating production, but, on the contrary, that it acted as mediator or arbiter in controversies as to wages between employers and workers in order that production under its contracts might not be stopped or hindered. The imperative necessity for increase of standardization of wages existed independently of the Government's wishes or action in the matter. Adjustment was necessary to enable the contractor to carry out his contract obligation. It is not shown that the contractor was damaged by the establishment of this wage scale. It seems to be fully established that concessions to labor in the matter of wages would have been unavoidable in any case, and the Government merely undertook to mediate or arbitrate a wage scale."

The same view is taken by the Supreme Court in its decision (Apr. 14, 1919) in the case of Columbus Railway & Power Co. v. Columbus (249 U. S. 399, 413; advance sheets).

If the relief here asked is granted, it will have the effect of transforming all fixed-price contracts into cost contracts: in other words placing the entire risk on the United States; for the attention of the department will not be called to cases where contractors made excessive profits, and many are known to exist; and the Government will not have had the advantage which it had in cost-plus contracts of supervising the costs as they were incurred. It is not believed that such is the intention of Congress.

The question of delays caused by the action of the United States Priority Board or other governmental activity, is one that can be taken up without additional legislation by the extension of the contract time in proper cases, and this has been done in many instances. If it should be intended that the words "other governmental activities" are intended to include transportation while the Government has been operating the railroads, attention is directed to a decision made, at my request, by the Comptroller in which he said:

"By assuming administrative control of the railroads the Government did not undertake to change the liability of the carrier or to assume the responsibility for delays in shipments under Federal control. It was the object of the Government to coordinate the various railroad systems and improve the service in general. It does not appear that the particular delay now in question was the result of any specific order or other action of any Government officer or agency."

The attempt to bring in the action of governmental agencies, whether of wages, transportation, materials, or priorities, forces consideration of the probabilities if such agencies had not intervened. Is it not probable that, with all the outstanding cost-plus contracts, competition would have driven the prices of all, and the time of delivery, to a point far less advantageous to the contractor than actually existed under such Government control as was exercised?

We have seen this in a measure since the armistice where labor which had a basic price of 80 cents per hour under the highest governmental war prices, has advanced to \$1 an hour; and this is being paid by many contractors on fixed-price contracts. If the relief asked is to be granted, and the United States is to be held liable in all cases to reimburse contractors on the scale of wages fixed by the Macy board, or the War Labor Board, or any other governmental agency, then this should be the limit, and no increases be granted which have resulted from competition since the restraining hand of the Government was withdrawn.

I can see no objection to the provisions of the bill which give to sureties who have completed the work of defaulting contractors, or advanced them money to prevent their default, the right to receive the same measure of relief as would be given, under the bill, to the contractors in whose shoes they stand. In the case of the French Spoilation Claims, the underwriters who had paid losses were allowed to be substituted for the original owners to the extent of their actual payments.



[No. 106.]

**CONTRACTORS, RELIEF OF.**

**NAVY DEPARTMENT,**

Washington, April 13, 1920.

MY DEAR MR. BUTLER: I acknowledge receipt of your letter of the 5th instant asking my comment and recommendation on H. R. 13390, "For the relief of contractors and subcontractors, including material men, for work under the Navy Department."

On November 6, 1919, and December 6, 1919, I replied to letters relating to similar bills, H. R. 9722 and H. R. 10708, and advised you that I did not believe the legislation necessary, as the same object could be attained under instructions which I had already issued on October 24, 1919. I am still of the same opinion.

It is feared that the proposed legislation will cause the presentation of a mass of claims which will be found to be without merit, but which must receive careful examination. Such an examination will be expensive, involving the employment of outside certified accountants, as the regular force of the Navy is either not fitted for this work or is engaged upon other important work from which it can not be taken because of the radical reduction of force due to decreased appropriations.

I may add, though this is perhaps unnecessary, that if Congress should place upon the department the duty of executing such legislation it will be undertaken cheerfully and in good faith, with a view to giving to Congress all needed information to enable it to appropriate intelligently.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

Hon. THOMAS H. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

on the entire volume of  
his business

during the period between  
April 6, 1917 and June 30, 1919

he did not make a net profit  
of 8 per centum  
per annum on the capital  
actually invested in his entire  
business, and that he did not make  
a profit of 8 per centum on the  
contract itself.

on the entire volume of  
his business with or for the  
United States government  
upon contracts entered into  
during the period between  
April 6, 1917 and June 30, 1919  
or that were due for comple-  
tion after April 6, 1917, either  
by the terms of the contracts  
or authorized extensions thereof.

3. The printed bill limits claims to cases where the contractor did not make 6 per cent on the entire volume of his business with the government. The Department's draft limits them to cases where the contractor did not make 8 per cent per annum on the entire volume of all his business.

4. Both these changes are considered undesirable. The contractor may have made large profits on his private work and five per cent on all of his government contracts, yet on some one of these contracts he may have lost money and thereby is given status as a claimant. The better way is that given by the Department to consider the business as a whole. In this case, however, the limit of 8 per cent is considered more reasonable than the limit of 6 per cent; the former figure, moreover, is that contemplated by the excess profits tax. Another objection is that it may be difficult to decide on certain cases whether contracts were for the Government. If a steel mill sold some of its product to a manufacturer having both Government and private contracts, and suffered loss, it might set up a claim where there could be no way of showing whether the material on which its loss occurred was used by the manufacturer in his private or Government work.

5. It is considered, however, that the Department's draft contains an undesirable reference to the capital invested, which may conflict with the requirement as to basing the profit on the volume of business. The two things are not the same, yet it would at once become a question as to which was the proper basis for computing profit.

6. It is considered that the requirement in the Department's draft that the contractor did not make a profit of 8 per cent on the contract in question is unnecessary and dangerous. The purpose of the bill is to make the contractor whole, but the reference to an 8 per cent profit might lead to filing and investigating claims where a contractor had made 7½ per cent on his contract. The following is considered as a preferable substitute.

7. "As a condition precedent to such investigation, the Secretary of the Navy shall first require each claimant to make affidavit that on the entire volume of his business for the period after April 6, 1917, during which work was being performed under such contract, he did not make a profit of 8 per centum."

[No. 107.]

**RELIEF OF CONTRACTORS AND SUBCONTRACTORS UNDER  
NAVY DEPARTMENT (H. R. 13706).**

**NAVY DEPARTMENT,  
BUREAU OF CONSTRUCTION AND REPAIR,  
Washington, D. C., April 26, 1920.**

**MEMORANDUM.**

Subject: Bill for the relief of contractors and subcontractors, for work under Navy Department.

1. Comparing the bill as now printed, with the bill submitted with the Department's letter of 6 December, 1919, to the House Committee on Naval Affairs, and for the moment neglecting changes not affecting the purpose or methods of the Department's draft, the changes are as shown in parallel below. The line and page references are to the bill as printed.

**DEPARTMENT'S DRAFT.**

Words in *italics* have been omitted in printed bill.

**PRINTED BILL.**

Words in *italics* are new.

**AS TO CLAIMS ON CONTRACTS NOT YET COMPLETED.**

P. 2, line 23 to p. 3, line 1.

... the claimant may file a preliminary claim . . . and may thereafter, within thirty days after the completion of such contract, file final claim, *which shall not exceed the amount specified in his preliminary claim.*

completion of work under such contract file final claim.

2. It is believed that both the above changes are desirable. "Completion of such contract" is too indefinite; "completion of work under such contract" gives a definite departure date. Moreover, at the time of filing a preliminary claim, a contractor might well be uncertain, within large limits, as to what his final costs would be. This would necessarily lead him in self-protection, to make his preliminary claim large enough to give him a comfortable margin. Having once submitted these exaggerated figures, the tendency would be to make the final claim come as nearly as possible to the amount first claimed.

**AS TO AFFIDAVIT REGARDING PROFITS.**

P. 3, lines 1 to 9.

As a condition precedent to such investigation, the Secretary shall first require each claimant to make affidavit that

affidavit that he did not make a net profit of 6 per centum on the

9. While this change may be necessary in accordance with a general policy of protecting income tax returns from being divulged, from the Navy Department point of view it is undesirable, unless the whole claim can be referred to the Treasury and there investigated. The affidavits without the detailed claims, may mean very little, and there will be items of claims such as depreciation, amortization, and losses of miscellaneous or intangible character which may be different on the contractor's books from the figures allowed by the Treasury Department in connection with income tax returns.

AS TO INFORMAL AGREEMENTS.

P. 4, lines 3 to 10.

*That the Secretary of the Navy and the accounting officers of the Government be and they are hereby, authorized and directed to adjust, pay, or discharge any obligation arising under any written agreement, that for the purpose of expediting the prosecution of the war, has been entered into in good faith during the present emergency and prior to November 12, 1918, by or under the authority of the Secretary of the Navy.*

10. This provision, as well as the typewritten substitute, is believed to be very dangerous, owing to its mandatory character. The typewritten substitute is preferable, as more explicit as to purpose and as to the causes for the expenditures to be repaid, but either provision would force the Department to pay undeserved profits which it might inadvertently have referred to in the course of correspondence. One actual case has arisen in which, under a cost-plus fixed fee contract, the contractor claimed a ten per cent profit on certain changes ordered, although the contract was explicit that such changes should carry no profit. In replying, this item of profits passed unnoticed, and the Department later corrected the error. This provision of the bill, however, would leave the Department bound by such an inadvertence, or would at least open the way for a controversy.

11. Another important point in regard to this provision is that in the claims under the informal agreements referred to, there is nothing requiring elimination of unreasonable or other profits. If such a provision is retained, the claims should be investigated and dealt with as provided in Section 1 of the bill, for claims under formal contracts.

## 12. The following minor changes are also noted:

Claims to be rejected.

P. 2, lines 9 to 13.

The Secretary shall reject  
 claims for losses arising  
 from loss or cancellation  
 of commercial business re-  
 sulting from  
 . . . . . contracts.

. . . . . fixed price contracts  
 made by or under the au-  
 thority of the Secretary  
 of the Navy.

## 13. Both the foregoing additions are believed to be desirable.

As to the effect of a release.

P. 2, lines 18 to 20.

. . . . . but execution of a final  
 voucher under the  
 provisions of a contract  
 shall not bar the claimant  
 from equitable relief under  
 this act . . . . .

. . . . . but execution of a final  
 voucher or release under  
 the provisions of a contract  
 shall not bar the claimant  
 from relief under this act . . . . .

14. If this provision is retained, the words "or release" added, are unobjectionable. The omission of the word "equitable" is undesirable, and it should be restored. As to the whole provision, see below.

15. The following comments apply to portions of the Department's draft which remain unchanged in the bill as printed. The references are to the latter.

Page 1, line 10, and page 2, line 1: "actual losses. . . . . occurring after April 6, 1917."

Since the act of March 4, 1917, authorized placing Presidential orders, and as such orders were placed by the Department before April 6, it is believed that the "departure date" throughout the bill should be March 1, instead of April 6, 1917.

Page 2, lines 1 and 2: "but not including losses of anticipated profits." It is believed that the word "anticipated" may cause argument as to whether any profits are to be paid. As the purpose of the bill is simply to make the contractors whole, it is believed the wording should be "but not including any losses of profits of any kind whatsoever."

It is also believed that a clause should be inserted excepting from this provision, contracts canceled in whole or in part, on which profits should be allowed in proportion to the work done.

The question of profit depends on the question of cost, and it is believed that actual cost should be defined. In order to make the actual costs to be considered under these claims harmonize with actual costs as allowed by the Department under cost-plus contracts, it is suggested that actual losses only be reported by the Department, such actual losses being based on actual cost determined in general accordance with the provisions of the revenue act of September 8, 1916, but excluding Federal income and excess-profits taxes.

Complaints have been received that civilians are wearing the uniform as hawkers at county fairs, circuses, and on street corners, and that the condition of the majority of these uniforms is altogether disreputable. The uniform to this extent has been debased and the respect for it and the governmental authority which it represents, it is believed, has been lowered to a corresponding degree.

In view of the foregoing, the department is of the opinion that the act of February 28, 1919, should be amended, and therefore recommends that the proposed draft of a bill hereto attached be enacted into law.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

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A BILL. To amend an act entitled "An act for making further and more effectual provisions for the national defense, and for other purposes," approved June 3, 1916.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 125 of the act entitled "An act for making further and more effectual provisions for the national defense, and for other purposes" approved June 3, 1916, volume 39, Statutes at Large, page 216, shall hereafter be in full force and effect as originally enacted, notwithstanding anything contained in the act entitled "An act permitting any person who has served in the United States Army, Navy, or Marine Corps in the present war to retain his uniform and personal equipment and to wear the same under certain conditions," approved February 28, 1919, volume 40, Statutes at Large, page 1202: *Provided, That* wherever the words "the Secretary of War" appear in section 125 of the act approved June 3, 1916, hereinbefore referred to, they shall be construed as "the Secretary of War or the Secretary of the Navy."*

[ No. 108. ]

AUSTIN, JOSEPH E.

DEPARTMENT OF THE NAVY,  
Washington, November 8, 1919.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing a bill (H. R. 10037) "To correct the rank of Lieut. Joseph E. Austin on the permanent Navy list," and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

Lieut. Joseph E. Austin, United States Navy, was dismissed from the naval service while a passed midshipman in 1910 for violating the department's regulation forbidding passed midshipmen to marry. He was restored to the Navy list by the act of March 4, 1915, which incorporated the following agreement entered into between the conferees of the House and the Senate:

To appoint Joseph Eliot Austin an ensign in the United States Navy, and after one year's service as ensign he shall be promoted to the grade of lieutenant, junior grade, as an additional number in that grade and in any grade to which he may thereafter be promoted, to take rank with and next after the officer at the foot of the list of lieutenants, junior grade, at the date of the approval of this act. \* \* \* (Cong. Rec., vol. 52, pt. 5, p. 4671.)

The officer at the foot of the list of lieutenants (junior grade) at the time of the approval of this act was Lieut. D. E. Kemp, the lowest number in the class which graduated from the Naval Academy in 1909.

Lieut. Austin maintains that it was the intention of Congress to place him at the foot of the class which graduated from Annapolis in 1908, but that in considering the position on the Navy list that he should be given some error was made. The department does not presume to be able to judge the intentions of Congress in this case and will interpose no objection to the passage of this bill if Lieut. Austin is correct in his interpretation of the facts, but if his contention is not correct the department is constrained to recommend the disapproval of the bill (H. R. 10037).

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy*



[No. 111.]


**PLIES TO PURCHASE FROM COMMISSARY STORES.**

**DEPARTMENT OF THE NAVY,  
Washington, December 17, 1919.**

**MR. CHAIRMAN:** Replying further to the committee's letting bill (H. R. 8534) "Permitting all honorably discharged and sailors to purchase supplies from the commissary stores Army and Navy," and requesting the views and recommendations of the department thereon, I have the honor to inform you that the enactment of this bill into law would require augmenting the facilities for commissary stores, and increasing the commissioned enlisted personnel of the Supply Corps at considerable cost to the Government. This would do doubt result in the commissaries in the navy yards and naval stations assuming such duties that their administration would materially interfere with the proper administration of these yards and stations. In view of the urgent necessity for economy that presses on all Government departments alike it is the purpose of the department to reduce the expense attendant upon commissary stores, and not to increase expense as would result by the enactment of

of the foregoing the department recommends that bill (H. R. 8534) be not enacted.  
Sincerely, yours,

JOSEPHUS DANIELS,





[No. 110.]

**REVISED STATUTES, TO AMEND.**

**NAVY DEPARTMENT,**  
Washington, December 1, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing the bill (H. R. 9671) "To amend section 1441 of the Revised Statutes of the United States," and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department does not favor the enactment of this bill.

The Attorney General, in an opinion rendered February 15, 1918, construed the provisions of section 1441 of the Revised Statutes of the United States as "a rule relating to qualification for office in the Navy, that it does not impose a penalty as such upon individual offenders, and that incidental disabilities which they may suffer by reason of the statutes are not removed by a pardon."

The provision of section 1441 of the Revised Statutes of the United States, which forms the subject of the above opinion, is as follows:

No officer of the Navy who has been dismissed by the sentence of a court-martial or suffered to resign in order to escape such dismissal shall ever again become an officer of the Navy.

In view of the opinion of the Attorney General, above referred to, this provision of the law contains one of the requirements set forth under the authority of the Constitution of the United States regulating the admission to the naval service in a commissioned status.

After many years of administration under the above quoted provision of law the department is of the opinion that to repeal it or to amend it in any way, making it less effective than in its present form, might prove detrimental to the interests of the naval service and, therefore, recommends that bill H. R. 9671 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

1. The first part of the document is a list of names and dates, which appears to be a record of some kind. The names are written in a cursive script, and the dates are in a more formal, printed style. The list is organized in a columnar fashion, with names and dates alternating.

[No. 111.]

**SUPPLIES TO PURCHASE FROM COMMISSARY STORES.**

**DEPARTMENT OF THE NAVY,**  
Washington, December 17, 1919.

**MY DEAR MR. CHAIRMAN:** Replying further to the committee's letter inclosing bill (H. R. 8534) "Permitting all honorably discharged soldiers and sailors to purchase supplies from the commissary stores of the Army and Navy," and requesting the views and recommendations of the department thereon, I have the honor to inform you that the enactment of this bill into law would require augmenting the present facilities for commissary stores, and increasing the commissioned and enlisted personnel of the Supply Corps at considerable expense to the Government. This would do doubt result in the commissary stores in the navy yards and naval stations assuming such proportions that their administration would materially interfere with the proper administration of these yards and stations.

In view of the urgent necessity for economy that presses on all citizens and Government departments alike it is the purpose of the department to reduce the expense attendant upon commissary stores, rather than to increase expense as would result by the enactment of this bill.

In view of the foregoing the department recommends that bill (H. R. 8534) be not enacted.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

The **CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*



[No. 113.]

OFFICERS IN THE NAVY WHO WERE EMPLOYED IN THE CIVIL BRANCH  
OF THE GOVERNMENT WHEN COMMISSIONED.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

STATING

THAT THE SENATE RESOLUTION OF DECEMBER 10, 1919, REQUESTING A STATEMENT SHOWING THE NAME, RANK, AND TOTAL COMPENSATION OF EVERY OFFICER IN THE NAVY DEPARTMENT WHO, WHEN COMMISSIONED, WAS EMPLOYED IN THE CIVIL BRANCH OF THE GOVERNMENT HAD BEEN RECEIVED AND THAT THE INFORMATION REQUESTED WOULD BE FURNISHED AT THE EARLIEST POSSIBLE MOMENT.

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JANUARY 5, 1920.—Referred to the Committee on Naval Affairs and ordered to be printed.

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DEPARTMENT OF THE NAVY.

*Washington, December 19, 1919.*

MY DEAR MR. PRESIDENT: Reference is made to Senate resolution 256, adopted December 10 (calendar day, December 11), 1919, requesting a statement showing the name, rank, and total compensation of every officer in the Navy Department who, when commissioned, was employed by a civil branch of the Government and the compensation such officers were receiving at the time they were commissioned.

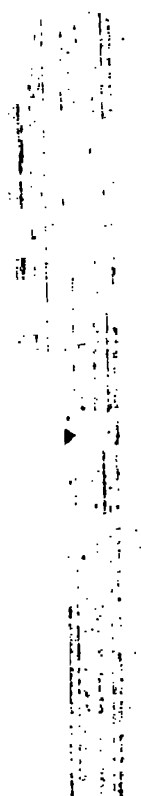
The department immediately upon the receipt of the above-mentioned resolution took the necessary steps to obtain the information called for therein but has been unable to obtain the same within the time limit of seven days under the rules of procedure of the Senate. The department is still doing all in its power to obtain the desired information and will furnish the same to you at the earliest possible date.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The PRESIDENT OF THE SENATE,  
*United States Senate.*

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REMOVING CHARGE OF DESERTION IN CERTAIN CASES.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

**DRAFT OF PROPOSED LEGISLATION PERMITTING REMOVAL OF THE CHARGE OF DESERTION FROM THE RECORD OF ANY OFFICER OR ENLISTED MAN WHO SERVED IN THE NAVY OR MARINE CORPS.**

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JANUARY 6, 1920.—Referred to the Committee on Naval Affairs and ordered to be printed.

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NAVY DEPARTMENT,  
*Washington, December 6, 1919.*

MY DEAR MR. SPEAKER: I have the honor to present herewith for your consideration proposed legislation which will enable me to remove the charge of desertion from the record of any officer or man who served in the Navy or Marine Corps.

There has been brought to my attention instances where men have deserted from the Navy of the United States prior to the entry of this country into the war and immediately upon such desertion sought service with the military services of our allies and served therein with credit and distinction.

In my opinion to remove the charge of desertion from the records in such cases is simply justice to the individual concerned.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES,  
*Washington, D. C.*

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**A BILL.** To authorize the Secretary of the Navy to remove the charge of desertion under certain conditions from the records of former members of the naval service, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the charge of desertion now standing on the rolls and records of the Navy and Marine Corps against any officer or enlisted man in the naval service may, in the discretion of the Secretary of the Navy, be removed in any case where it shall be made to appear to the satisfaction of the Secretary of the Navy that such officer or enlisted man has, since committing the offense charged upon his record, served honorably in the war with the German Government either in the military forces of our allies or in any branch of the military service of the United States.



under each classification, with provision for promotion at regular and stated periods, based on satisfactory service, such rates of pay to conform with the rates of pay for work of a similar character in private establishments in the vicinity.

Such a wage schedule has never been established, nor has any provision been made for classification or periodical promotion. On July 9, 1919, the Navy Department put into effect increases in pay for individuals of the technical force. These increases were entirely inadequate and unequal but no action has been taken by the Navy Department. In reply to our district secretary's letter of September 15, complaining of these inequalities, Mr. Daniels announces that the department has decided "to continue the existing scale paid in navy yards and shipbuilding plants doing Government work in effect after October 1. This is understood to refer to the so-called *May scales*, in which technical men were not provided for.

Your attention is called to the fact that the above action is a distinct discrimination against the technical force as a whole. This discrimination is further evidenced in that the average of the increases in pay for individuals of the technical forces put into effect on July 9, 1919, granted an increase of approximately 15 per cent, whereas the mechanical, laboring, and drafting forces have been increased more commensurately with the increased living cost, i. e., approximately 75 per cent. Furthermore, this 75 per cent increase in compensation for the shop forces has been in effect for at least 6 months previous to July 9, 1919 (the effective date of the 15 per cent increase for the technical force), and increments of from 25 per cent to 50 per cent have been put into effect for the shop forces over a period of about 2 years.

Your assistance is asked to have the Secretary of the Navy appoint a board upon which the technical forces shall have representation for the purpose of remedying the present unequal readjustment; since the technical force was entirely without representation on the board which made effective the rates of July 9, 1919.

The attention of the Secretary is called to the fact that by withholding at this time further readjustments of the technical force which includes representatives from practically every institution of higher education in this country, a department of the Government thereby places itself on record as penalizing the acquirement of technical training. Any tendency which retards the already grossly inadequate compensation of engineers removes the incentive of the youth of our country to undergo this training, and to the engineering graduates to remain in the profession, a condition which is in view of the constantly growing importance of engineering in the life of nations must inevitably work against the general interest.

Respectfully yours,

W. B. POTTER, *President Navy Yard Branch,*  
T. A. CASHMAN, *Chemical,*  
C. WILCOX, *Mechanical,*  
C. W. BEDELL, *Expert Aide,*  
E. M. SIEFFERT, *Inspection,*  
*Committee,*  
R. C. BAILEY, *Secretary.*

the Navy Department, in order to establish a just and fair wage scale for all employees, on December 13, 1918, directed that boards be appointed at every yard and station to adjust the rates of pay for technical employees to and to those in private establishments for similar work; and the Navy Department on July 9, 1919, in establishing new rates of pay lower than those paid in commercial establishments, completely ignored the information obtained from private firms and the other provisions of the order of December 13, 1918.

The drafting forces of the Navy Department were granted higher rates of pay than a semiannual automatic increase of 40 cents per diem, which automatic increase was denied the more highly skilled technical employees, although directed by the Department's order; and

The technical employees were not given any representation on the boards to adjust the pay, but instead were represented by a chief draftsman whose interests were adverse to the technical force; and

The rates of pay established after a delay of seven months were thus inadequate, unjust, and discriminatory; therefore be it

Resolved, That the Secretary of the Navy be urgently requested to immediately take necessary steps to adjust the rates of pay for the technical employees on a fair basis, and to give the technical employees fair representation on such boards as may be created for the purpose; and be it further

Resolved, That the American Association of Engineers hereby pledges itself to seek the cooperation of every Member of Congress and of the engineering profession in securing an equitable wage adjustment.





[No. 116.]

NONCITIZEN EMPLOYEES AT CERTAIN NAVAL STATIONS.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

DOCUMENTS IN RESPONSE TO HOUSE RESOLUTION 271.

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JANUARY 8, 1920.—Referred to the Committee on Naval Affairs and ordered to be printed.

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NAVY DEPARTMENT,  
*Washington, January 6, 1920.*

MY DEAR MR. SPEAKER: Referring to the department's letter of October 23, 1919, there are inclosed herewith supplementary statements showing persons employed in the fourteenth and sixteenth naval districts and at the naval stations at Tutuila, Samoa, and Guantanamo, Cuba who are not citizens of the United States or any State thereof and who have not served in the Army or Navy of the United States in time of war and been honorably discharged from such service.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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[No. 117.]

**NIAGARA.**

**NAVY DEPARTMENT,**

Washington, January 9, 1920.

DEAR MR. BUTLER: Your letter transmitting on behalf of the Committee on Naval Affairs of the House of Representatives, H. R. 5862, a bill for the repair, preservation, care, and future maintenance of the restored historical naval brig *Niagara*, Commodore Oliver Hazard Perry's flagship in the Battle of Lake Erie, requesting the views and recommendations of the department thereon, has received my consideration.

The restoration of this historical naval vessel and its use as a resting place for the relics of that memorable battle and their exhibition to the public would, in my opinion, serve to keep before the minds of our people the deeds of heroic figures in the earlier naval history of this country.

Naval tradition is regarded as one of the important elements in the building up of morale and Navy spirit. Besides these considerations it is believed that the Navy would reap a direct and tangible advantage by the advertisement which the restoration of this old ship would afford. Furthermore the bill provides that the vessel may be used for a local Navy recruiting station in the city of Erie, Pa., which to my mind is another desirable feature.

I heartily indorse the passage of this bill.

Yours, very sincerely,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

HON. THOMAS S. BUTLER.

*Chairman Committee on Naval Affairs,  
House of Representatives.*





[No. 118.]

RECEIPT OF GOODS, MERCHANDISE, OR TREASURE ON  
NAVAL VESSELS.

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L E T T E R

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

**DRAFT OF PROPOSED LEGISLATION RELATIVE TO THE RECEIPT  
ON BOARD A VESSEL OF THE UNITED STATES NAVY OF GOODS,  
MERCHANDISE, OR TREASURE FOR FREIGHT OR SAFE-KEEPING.**

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JANUARY 19, 1920.—Referred to the Committee on Naval Affairs and ordered to be printed.

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DEPARTMENT OF THE NAVY,  
*Washington, January 16, 1920.*

MY DEAR MR. SPEAKER: With a view to modifying the present existing law governing the receipt on board vessels of the Navy of goods, merchandise, or treasure for transportation or safe-keeping, I respectfully wish to invite your attention and that of your committee to the following:

Article 8, section 13, of section 1624, Revised Statutes (the articles for the government of the Navy), reads as follows:

Such punishment as a court-martial may adjudge may be inflicted on any person in the Navy who "takes, receives, or permits to be received, on board the vessel to which he is attached, any goods or merchandise, for freight, sale, or traffic, except gold, silver, or jewels for freight or safe-keeping; or demands or receives any compensation for the receipt or transportation of any other article than gold, silver, or jewels, without authority from the President or Secretary of the Navy."

Pursuant to the provisions of this law, the department has prescribed certain regulations governing the carrying of same into execution.

While the conditions which actually gave rise to the enactment of the parts of this law relative to the receipt of treasure have almost entirely ceased to exist, yet even now it is very probable that in time of war or when our vessels of war are guarding our citizens in insurrectionary countries, it might be especially advantageous to give

them the benefit of some such law. It is believed, however, that the law should be so changed as to prohibit the receipt of compensation for the receipt or transportation of treasure under any circumstances. The receipt of a money recompense by a naval officer for merely performing his duties is undoubtedly pernicious and unmilitary and under existing modern conditions the necessity therefor is obsolete.

There is inclosed herewith a proposed draft of a bill which, if enacted would make the desired modifications in the law. It will be noted that, as redrafted, the law would prohibit the receipt of goods or merchandise on board ship except by authority of the President or Secretary of the Navy the same as at present. It would, however, also prohibit the receipt of treasure on board ship except by similar authority, and would prohibit the receipt of compensation for such service in either case and under any circumstances. This, the department believes, is what the law should be.

The attached proposed draft is therefore submitted with hope that it may meet the favorable consideration of yourself and the committee to which you may refer same, and with the request that it may be urged for early enactment into law.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To amend section 13 of article 8 of section 1624 of the Revised Statutes of the United States relative to the receipt on board a vessel of the Navy of goods, merchandise, or treasure, for freight or safe keeping.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 13 of article 8 of section 1624 of the Revised Statutes of the United States, be, and the same is hereby, amended to read as follows:

"Or takes, receives, or permits to be taken or received, on board the vessel to which he is attached, any goods, merchandise, or treasure, for freight, sale, traffic, or safe keeping, without authority from the President or Secretary of the Navy; or takes or receives, or permits to be taken or received, any compensation for such services."

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[No. 119.]

**RELIEF OF WIDOW, ETC., OF DECEASED OFFICERS OR  
ENLISTED MEN OF NAVY OR MARINE CORPS.**

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**LETTER**

**FROM**

**THE SECRETARY OF THE NAVY,**

**TRANSMITTING**

**DRAFT OF PROPOSED LEGISLATION TO PROVIDE FOR THE PAY-  
MENT OF SIX MONTHS' PAY TO THE WIDOW, CHILDREN OR OTHER  
DESIGNATED DEPENDENT RELATIVE OF ANY OFFICER OR EN-  
LISTED MAN OF THE NAVY OR MARINE CORPS, WHOSE DEATH  
RESULTS FROM WOUNDS OR DISEASE NOT THE RESULT OF HIS  
OWN MISCONDUCT.**

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**JANUARY 20, 1920.**—Referred to the Committee on Naval Affairs and ordered to be printed.

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**DEPARTMENT OF THE NAVY,  
Washington, January 14, 1920.**

MY DEAR MR. SPEAKER: My attention having been called to the bill (S. 2497) to provide for the payment of six months' pay to the widow, children, or other designated dependent relative of any officer or enlisted man of the Regular Army, whose death results from wounds or disease not the result of his own misconduct, which had been favorably acted upon by the Senate, I had the honor to request under date of October 6, 1917, the consideration of this bill by the Naval Affairs Committee of the House of Representatives with a view to bringing the personnel of the naval service within its provisions.

This bill having become a law December 17, 1919 (Public, No. 99), without the personnel of the naval service being included therein, I am inclosing herewith a proposed draft of a bill to provide for the payment of six months' pay to the widow, children, or other designated dependent relative of any officer or enlisted man of the Navy or Marine Corps whose death results from wounds or disease not the result of his own misconduct.

The act of October 6, 1917, authorizing the creation of the Bureau of War Risk Insurance in so far as it has been intended for immediate relief to the families of deceased officers and men has not taken the place of the gratuity heretofore provided by law, the purpose of which was to provide a fund for the family of deceased officers or enlisted men to meet the extraordinary expenses required by the emergency thus arising and to readjust the situation created by the passing of the main support of the family. The fact that this act does not provide for members of the naval service was no doubt overlooked both in its preparation and enactment and has resulted in a reduction of the resources of the families of naval officers and enlisted men at a time when such reduction must necessarily prove most disastrous to the interests which were uppermost in the mind of the deceased at the time of his death, and this has caused a corresponding discontent among those officers and men of the naval personnel whose families are dependent upon them for present and future support.

The proposed draft of a bill inclosed herewith is similar to the bill enacted for the Army December 17, 1919 (public, No. 99), only such changes being made as were deemed necessary to make it applicable to the members of the naval service.

In view of the foregoing, it is recommended that the proposed draft of a bill herewith inclosed be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To provide for the payment of six months' pay to the widow, children, or other designated dependent relative of any officer or enlisted man of the Navy or Marine Corps, whose death results from wounds or disease not the result of his own misconduct.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That hereafter immediately upon the official notification of the death from wounds or disease, not the result of his own misconduct, of any officer or enlisted man of the Navy or Marine Corps of the United States, the Paymaster General of the Navy or the Paymaster of the Marine Corps, as the case may be, shall cause to be paid to the widow, and if there be no widow, to the child or children, and if there be no widow or child, to any other dependent relative of such officer or enlisted man previously named by him, an amount equal to six months' pay at the rate received by such officer or enlisted man at the date of his death. The Secretary of the Navy shall establish regulations requiring each officer and enlisted man having no wife or child to designate the proper dependent relative to whom this amount shall be paid in case of his death. Said amount shall be paid from the funds appropriated for the pay of the Navy.

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[No. 120.]

MILITARY EFFICIENCY OF THE NAVY.

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LETTER

FROM

THE SECRETARY OF THE NAVY,

TRANSMITTING

LETTERS FROM THE CHIEF OF THE BUREAUS OF OPERATIONS,  
CONSTRUCTION AND REPAIR, STEAM ENGINEERING, AND YARDS  
AND DOCKS.

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JANUARY 22, 1920.—Referred to the Committee on Appropriations and ordered to be printed.

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NAVY DEPARTMENT,  
*Washington, January 21, 1920.*

MY DEAR MR. SPEAKER: The serious situation with reference to the military efficiency of the Navy impels me to write earnestly inviting the attention of Congress to the necessity of the deficiency appropriation of \$10,314,962.19, requested by me in my letter to you of the 18th day of December, 1919, and which passed the House last summer, but which failed of passage in the Senate. The conditions are much more serious now than they were when presented at that time and are set forth fully in the accompanying letters from the chiefs of the Bureaus of Operations, Construction and Repair, Steam Engineering, and Yards and Docks. It will be seen from these letters that unless an appropriation is available, there will be a serious loss of the military efficiency of the Navy. These officers whose letters I am inclosing are charged with the responsibility of keeping the fleet in readiness for any emergency that may occur and their letters show the necessity for this appropriation. I need not say to you that the necessity of discharging 13,900 skilled artisans, whose services to the Navy in the war was one of the important factors of its efficiency, would be a matter of grave concern and that without this appropriation it will be my painful duty to discharge these men because there will be no funds to pay them. I am sure that the Congress when they read these letters from the naval officers who have given this matter great study will agree with me that this is a matter of immediate importance and prompt action will be taken.

Sincerely, yours,

JOSEPHUS DANIELS

HON. FREDERICK H. GILLET,  
*Speaker of the House of Representatives.*



2. It appeared to the department early in the fiscal year that the progress being made with work on vessels of the fleet was not sufficiently rapid to meet the requirements of the military situation, and in letter of the Secretary of the Navy of August 14, 1919, this bureau was instructed to increase its monthly allotments to navy yards so as to permit proceeding with the urgent work on naval vessels as rapidly as practicable without a material increase in the force, it being understood that such increase in the allotments would necessitate incurring a deficiency or making a marked reduction in expenditures in the latter part of the fiscal year.

3. In accordance with these instructions, allotments in excess of the amounts estimated as practicable without exceeding the appropriation have been made, and unless additional funds are provided it will be necessary by about the end of January to reduce greatly the allotments to navy yards if a deficiency is to be avoided. The bureau's estimates indicate that it will be practicable from the funds remaining available at the end of January under the present appropriation to provide during the last five months of the fiscal year for the current charges incidental to the operation of the fleet, the payment of classified force and other charges that are necessary to prevent interruption of new building work, the charges necessary to prevent deterioration of vessels, and a small amount to cover emergency work on vessels of the fleet, but it will be necessary to stop all general overhaul.

4. In connection with the overhaul of vessels of the fleet, it is noted that there is a large accumulation of work resulting from two causes—first, the necessity for the postponing during the continuance of hostilities of work which was not of immediate urgency, and, second, the necessity for undertaking on the more modern vessels of changes the necessity for which was made evident or emphasized by experience gained during the war. While the deterioration and reduction in military efficiency that results from postponing work of this character can be accepted during hostilities when keeping the vessel in condition for immediate service is of vital importance, the undue postponement of work under peace conditions puts the Navy of the United States at a disadvantage as compared with other navies and should be accepted only when the reasons for postponement are extremely urgent.

5. A general statement of the condition of work on the principal types of vessels of the fleet and the progress possible with and without additional funds is given below:

(a) *Dreadnoughts*.—Of the 15 dreadnoughts actually in service, the overhaul on 2 has been completed, the overhaul on 2 can be completed and 1 about half completed from the funds now available, the overhaul of 4 has been well advanced and could have been completed from the funds available had it not been found necessary to withdraw them from the navy yards before all work had been accomplished, and no work can be done on the remaining 6. With the additional funds work can proceed on all these vessels that can be made available.

(b) *Predreadnoughts*.—Of the 13 predreadnoughts which it is expected to keep in condition for active service, but without undertaking changes necessary to keep them strictly up to date in a military sense, the work on 3 has been partly advanced, but in general the work has

not yet been started, due to concentrating on more modern vessels. With the additional funds it will be practicable to proceed with the overhaul of all these vessels, but without the additional funds work will have to stop.

(c) *Armored cruisers.*—Of the eight armored cruisers which it is expected to keep in condition for active service the work on one has been completed. Practically nothing has been done on the other seven, and little, if any, work can be undertaken unless additional funds are provided.

(d) *Destroyers and destroyer tenders.*—As it is contemplated to keep only about half of the total number of destroyers in active service with the fleet at any one time, it is the bureau's intention to undertake the changes necessary to improve the military efficiency of the vessels on those not with the fleet, replacing the vessels with the fleet in rotation. With the additional funds the work on a certain number of these vessels could be completed, but unless additional funds are provided no work of this nature can be undertaken. The expenditures for the maintenance of these vessels, owing to the large number, 288, involves a considerable sum, although the expenditure per vessel is small. Owing to the limited number of destroyer tenders available, it is very important that they be kept in efficient condition, and practically no work can be done on these vessels unless additional funds are provided.

(e) *Submarines and submarine tenders.*—The conditions affecting the work on submarines and submarine tenders are in general the same as those affecting the work on destroyers and destroyer tenders.

(f) *Fuel and supply ships.*—Under present conditions and with the number of vessels available, the overhaul of these vessels so as to place them in efficient condition is of great importance. Little work other than routine docking can be undertaken unless additional funds are provided.

(g) *Miscellaneous vessels of the train.*—Two of the hospital ships and 12 of the mine sweepers required for fleet operations should be placed in efficient condition. Rather extensive repairs to mine sweepers are necessitated by the work in connection with the removal of the North Sea barrage. The work on the mine sweepers required for immediate service can be undertaken from the funds now available, but no work can be undertaken on the remaining vessels of this class.

(h) *Cruisers, gunboats, and miscellaneous vessels not operating with the fleet.*—Unless additional funds are provided, no work other than absolutely necessary maintenance work can be undertaken on these vessels.

TAYLOR

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NAVY DEPARTMENT,  
BUREAU OF STEAM ENGINEERING,  
Washington, D. C., January 14, 1920.

From: Bureau of Steam Engineering.

To: The Secretary of the Navy.

Subject: Deficiency appropriation.

1. At the beginning of the fiscal year a tentative monthly allotment was made of funds for labor at navy yards chargeable to the appropriation "Engineering," this allotment providing for a grade

tion in the force employed, in order to keep expenditures within appropriation. Following representations of the Chief of Naval Operations as to the necessity for completing as quickly as possible repairs to capital and other ships either undergoing or awaiting repair, the department on August 14, 1919, directed the bureau to use its monthly allotments for labor with a view to expediting repairs, but without a material increase in the number of men employed. This continued until about December 1, 1919, when the provision of \$2,500,000 for the Bureau of Steam Engineering as contained in the deficiency bill was stricken out in the Senate.

Up to this time, allotments had been made on the basis of an expenditure of \$32,500,000 per annum instead of \$30,000,000, but failure of the Senate to agree to the deficiency appropriation of \$2,500,000 made necessary a further reduction in allotments to yards and shops, which, if continued, would still further delay work on ships for repair by reason of the reduction in the number of employees. A presentation of the situation, the department under date of November 4, 1919, authorized the bureau to proceed on the assumption that the original appropriation of \$30,000,000 would be increased \$2,500,000, and allotments are being made accordingly. If this is continued and the deficiency requested is not granted, it will be necessary to make a large reduction in the number of employees from this appropriation, as the expenditures for the first half of the year have exceeded the pro rata allotment by \$1,250,000.

The necessity for the additional appropriation arises from the fact that Congress appropriated only \$30,000,000 instead of \$35,000,000 requested in the estimates of the bureau, which were very fully made on the basis of the fleet to be maintained and the general condition of the machinery. Subsequent inspection of the fleet by the Board of Inspection and Survey has in almost every case shown the necessity for greater repairs than were contemplated when the estimates were prepared.

As a result of the reduced appropriation, it has not been possible to proceed with repairs as expeditiously as it was desired, and thus only five battleships have been overhauled and returned to service without the complete accomplishment of some important

fleet it is more than ever necessary that the tenders should be in condition, because their presence assists materially in keeping down the cost of repairs, and estimates for this class of vessels were made with this in view. Unless the tenders are available, the volume of repairs to be done at navy yards is automatically increased.

9. The reduced condition of the enlisted personnel, especially in the artificer branch, has made it necessary to do in navy yards much overhauling and repair work which has heretofore always been done by the ship's mechanics, and has served to correspondingly increase the expenditure for repairs.

10. Even if the appropriation requested is granted, it will not be possible to complete the repairs now in sight during the fiscal year, much of the work must extend well into the next year and the vessels be unavailable for that period.

GRIFFIN.

NAVY DEPARTMENT,  
BUREAU OF YARDS AND DOCKS,  
*Washington, D. C., January 15, 1920.*

From: Bureau of Yards and Docks.

To: Secretary of the Navy.

Subject: Deficiency estimates.

1. In connection with the item of \$2,500,000 additional under appropriation "Maintenance, Bureau of Yards and Docks" in the supplemental estimate of appropriations required by the Navy Department and Naval Establishment for the service of the current fiscal year, submitted to the Speaker of the House December 15, 1919 (H. Doc. 532), the bureau submits for consideration the following statement of facts:

*Estimates and appropriation for maintenance, 1920.*

Estimated by bureau before signing of armistice.....	\$15,000,00
Estimated by bureau subsequent to signing of armistice.....	12,300,00
Estimated later by bureau (hearings, Dec. 3, 1918).....	10,000,00
Recommended by Secretary Dec. 30, 1918.....	7,500,00
Appropriated by Congress July 11, 1919.....	7,500,00
Deficiency estimate Aug. 23, 1919 (H. Doc. 204, 66th Cong., 1st sess)....	5,000,00

NOTE.—In H. R. 9205, Sixty-sixth Congress, first session, the House passed an item appropriating \$2,500,000, which was stricken out in the Senate. In conference the House receded, and the appropriation, was, therefore, not made.

ALLOTMENTS AND EXPENDITURES.

At the beginning of the fiscal year there were 90 activities for which allotments were required. Upon the theory that some of these would be discontinued during the year, or materially reduced, it was decided to allot approximately 55 per cent of the appropriation for the first half of the year, leaving 45 per cent for allotment during the second half. Accordingly, the bureau allotted \$4,198,095.05 (55.9 per cent) for the first six months. These allotments were made in three installments, the first for the month of July, the second for the months of August and September, and the third for the months of October, November, and December.

The bureau received many reports that the allotments made would be insufficient, and requests were made for additional funds. Such requests were in most cases necessarily denied; some of the more urgent, which showed real emergencies, were allowed in part, which brought the allotments up to 55.9 per cent.

Reports of actual expenditures and obligations during the first five months of the year showed that the allotments made by the bureau had been, in many cases, overexpended or overobligated. These reports indicated that expenditures during the first six months would be \$4,598,172.96, as against \$4,198,095.05 allotted. It was expected that \$3,425,000 (45 per cent of the appropriation) would be available for allotment during the second six months, but the overexpenditures during the first six months made it necessary to curtail allotments to \$2,901,827.04 (38.7 per cent). The bureau has allotted \$1,429,500 for the months of January, February, and March, and reserved \$1,472,327.04 for April, May, and June and for emergency allotments during the six months.

#### REQUIREMENTS OF YARDS AND STATIONS.

For the first six months the yards and stations estimated \$7,040,-182.62 and were allotted \$4,198,095.05. For the second six months they estimate \$5,063,442.02, and in addition the Bureau of Navigation asks for \$873,824.32 for naval training stations, under the provision in the current appropriation act making this appropriation available, to supplement the regular naval training station appropriations. This makes a total of \$12,977,448.96 estimated for the year as against \$7,500,000 now available, or \$10,000,000, if the deficiency appropriation now asked for is granted.

The bureau has received many telegrams and letters setting forth the necessity for more funds under this appropriation, and quotes some expressions therefrom to illustrate the views of the officers in charge of the activities for which the funds are used:

New York: The public works division will practically cease to function.

Philadelphia: The amounts requested are very conservative and should not be reduced.

Hampton Roads: Had the commandant maintained the expenditures within the allotments the cessation of all operations at the naval operating base would have resulted.

Boston: Earnestly request bureau authorize additional sums requested which are absolutely essential for proper operation of yard.

Puget Sound: All work enumerated in above reference is of maintenance character, very urgently needed and necessary to meet the demands of rapid overhaul of Pacific Fleet.

Mare Island: Yard strongly renews recommendation that monthly allotments be materially increased.

Portsmouth: This amount is utterly inadequate for the needs of this yard.

#### GENERAL.

The pay of men on leave and for holidays is an item deserving particular mention. The leave and holiday pay of all workmen carried on yards and docks pay rolls comes out of this appropriation, although the pay of the men for working days may be charged to other appropriations. For instance, if it becomes necessary to put a gang of 50 men on a job for repairs to a building damaged by fire or storm,

the pay of the men for working days would be chargeable appropriation "Repairs and preservation," but the pay for a taken by any of these men, or for any holiday that might be taken, would be chargeable to appropriation "Maintenance, yards and docks." It should be borne in mind that the Bureau of Yards and Docks is what might be termed a service bureau, that is, it serves the other bureaus of the department with public utilities. If it fails to render prompt and efficient service, then the other bureaus are adversely affected. Failure to give transportation service, for instance, in connection with a ship repair job, and consequently, while the Government is saving money by not expending the money on transportation facilities, it is probably more than is saved due to the increased cost of the ship repair job. This appropriation to a very large extent covers the expenses which in a large commercial institution are termed "overhead charges," and in the case of navy yards, in the case of a commercial establishment, if the overhead is not provided for the purpose, it must be charged to special funds, so that there is no ultimate saving by not charging proper funds in the first place.

It is a well-known fact that the cost of labor and materials has materially advanced since prewar times. Due allowance should be made in comparing prewar appropriations and expenditures with those of this time.

A further consideration must be urged in requesting an increase in "Maintenance" appropriations. This is the immense increase in naval shore property during the war. The property investment has more than doubled. Shore facilities in 1916 were appraised at \$208,894,467. This had increased to \$473,971,595.47 at the end of the last fiscal year.

C. W.

[No. 121.]

**SULIK, ANTHONY.**

**DEPARTMENT OF THE NAVY,**  
Washington, January 22, 1920.

**THOMAS S. BUTLER, M. C.,**  
*Chairman Committee on Naval Affairs,*  
*House of Representatives.*

**DEAR MR. BUTLER:** There is inclosed herewith a copy of letter, draft of a bill, this day sent to the Speaker of the House of Representatives.

Sincerely, yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

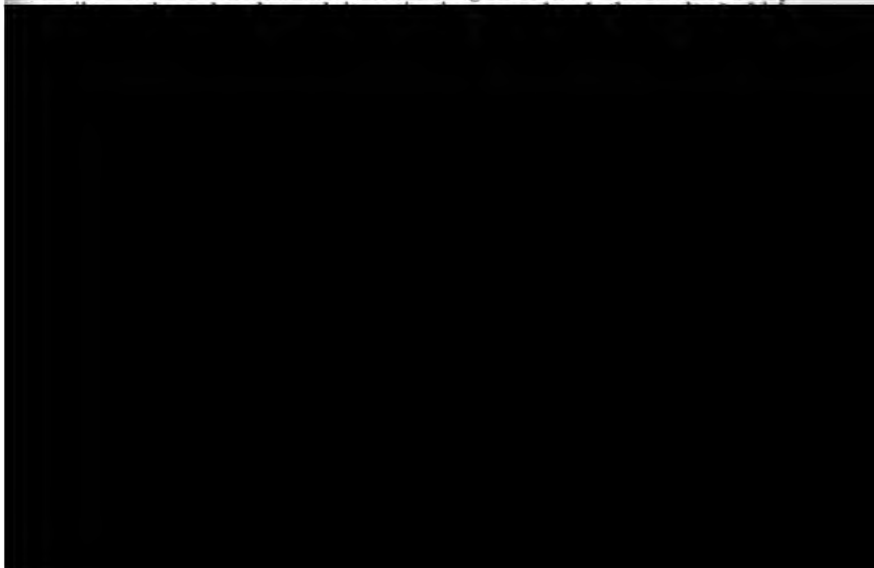
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**DEPARTMENT OF THE NAVY,**  
Washington, January 22, 1920.

**DEAR MR. SPEAKER:** There is inclosed herewith a proposed draft of a bill to for the relief of Anthony Sulik, former sergeant, United States Marine Corps, is submitted for your consideration.

Anthony Sulik while detached for duty with the Army by order of the President and by an Army general court-martial, Second Division American Expeditionary Force, France, on a charge of violating the seventy-fifth article of war, the specification being that on or about 7 a. m., July 18, 1918, he ran away from his company, was then engaging the enemy, and did not return until about 4 p. m., July 18, after the engagement had been concluded. He pleaded "not guilty," was found "guilty" and sentenced, as mitigated by the convening authority, on July 20, 1918, to be reduced to the ranks, to be dishonorably discharged from the service, to forfeit all pay and allowances due and to become due, and to be confined in labor for 20 years.

In accordance with the foregoing sentence, Anthony Sulik was dishonorably discharged from the Marine Corps on May 31, 1919, and on discharge the sum of \$388.84 was debited against his account, as forfeited by sentence of this general court-martial. Having subsequently come to the attention of the commandant of the Marine Corps that there was considerable doubt concerning whether or not said Anthony



discharge imposed by a general court-martial pursuant to a charge of which relief can be granted only by authority of Congress.

In view of the foregoing, the department recommends that the proposed with attached be enacted.

Sincerely, yours,

JOSEPHUS DANIEL  
*Secretary of War*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To provide for the relief of Anthony Sulik, former sergeant, United States Marine Corps.

*Be it enacted by the Senate and House of Representatives of the United States in Congress assembled, That Anthony Sulik, former sergeant, United States Marine Corps, be and he is hereby relieved from all disabilities, including loss of allowances attendant upon the dishonorable discharge received by him pursuant to the sentence of an Army general court-martial, published in general court-martial order number 103, Second Division Expeditionary Forces, France, dated November 20, 1918, while detached for duty with the Army by order of the President, and of pay and allowances forfeited by him pursuant to said court-martial sentence, and be reimbursed to him from the current appropriation for "Pay, Marine Corps," provided, That the service of the said Anthony Sulik shall be computed as if he had served continuously in the Marine Corps from the 16th day of November to the date of his release as a general court-martial prisoner, and as though he had been honorably discharged on that date: *Provided further, That he shall be entitled to all the rights, benefits, privileges, allowances, and gratuities to which he would have been entitled had he not been dishonorably discharged pursuant to said sentence.**

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[No. 122.]

**PURCHASE OF ADDITIONAL LAND ADJOINING NAVAL  
ACADEMY.**

**NAVY DEPARTMENT,  
Washington, January 22, 1920.**

**SIR:** Inclosed herewith I have the honor to transmit a proposed draft of bill providing for the purchase of additional land adjoining the Naval Academy grounds.

The property desired is known as the C. E. Remsen farm and the proposition for its purchase has been before the department for consideration a number of years. It consists of excellent farm land and it is contemplated to use part of it as an addition to the Academy farm and another part for a rifle range.

Certain structures connected with the wireless station near the academy were placed on this land, and owing to the location of the land damage has been done and dangers threatened to persons and property on the farm by bullets fired during target practice on the academy rifle range, which has given rise to much controversy between the department and Mr. Remsen and claims for damages by him against the Government.

On account of the great enlargement made within the last few years in the membership of the academy corps, the number of cadets now authorized being three times as large as in 1915, the necessity for additional lands for the purposes indicated above which has long existed is now more pressing than ever, and the need for this particular tract which is so favorably located for the purposes contemplated is almost imperative. The price stated in the draft herewith, \$75,000, is the amount for which the land in question has been offered to the department for several years past, and as the tract contains 302 acres the proposed compensation is only \$248 an acre, and that price is regarded as a reasonable consideration for the property.

The passage of the provision for the purchase of the Remsen property is urgently recommended.

Very respectfully,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.**

163302-20—No. 122.

(3087)

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[No. 123.]

**PROMOTION BY SELECTION IN THE NAVY.**

**DEPARTMENT OF THE NAVY,**  
Washington, January 22, 1920.

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

MY DEAR MR. CHAIRMAN: There is inclosed herewith copy of letter, with draft of bill, this day sent to the Speaker of the House of Representatives.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

DEPARTMENT OF THE NAVY,  
Washington, January 22, 1920.

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to defer until June 30, 1921, the age limits for promotion by selection to become effective under existing law on June 30, 1920, which is respectfully submitted.

The naval appropriation act of August 29, 1916, prescribed certain age limits for promotion to the grades of rear admiral, captain, and commander, to become effective on June 30, 1920, and any officer becoming ineligible for promotion on account of age shall be placed on the retired list of the Navy. By a provision of the act approved July 11, 1919, this restriction upon promotion has been deferred, in the cases of commanders, until June 30, 1921. The department is strongly of the opinion that the same deferment should be made in the cases of the other two grades, for the sake of uniformity and more particularly because, if this is not done, the Navy will lose the services of many valuable officers who rendered ineligible for promotion on June 30, 1920 by reason of age, must therefore be retired. These officers have performed efficient service during the World War, and their compulsory retirement, when their services are greatly needed, would be regrettable and not good business administration from the Government's point of view. The general provisions of the selection law are sufficient to insure that none of these officers will be promoted unless in all respects qualified therefor, as even after selection the officers recommended for promotion must undergo the prescribed mental, moral, professional, and physical examinations before they can be promoted. If any of these officers should fail to establish their superior qualifications for promotion in competition with other officers with whom their records must be compared by the selection board, their promotion will not be recommended, but they should not be excluded from promotion by an arbitrary age limit which does not now and has never heretofore obtained, but which will become effective, as above stated, on June 30, 1920, unless existing laws are modified by Congress. The compulsory retirement of such officers upon reaching the age limit for promotion is, particularly at this time, a penalty from which the Navy will suffer more seriously than the individual officers so retired, and the operation of this provision might well be postponed by the Government for another year.

In view of the foregoing the department recommends that the proposed draft of a bill, inclosed herewith, be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

**The SPEAKER OF THE HOUSE OF REPRESENTATIVES,**  
Washington, D. C.

**A BILL Relative to promotion by selection in the Navy**

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the age limits for promotion by selection, which, under existing law, will become effective on June 30, 1920, are hereby deferred until June 30, 1921.*



[No. 124.]

PROMOTION BY SELECTION IN THE NAVY.

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LETTER

FROM

THE SECRETARY OF THE NAVY.

TRANSMITTING

A TENTATIVE DRAFT OF A BILL, RELATIVE TO PROMOTION BY  
SELECTION IN THE NAVY.

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JANUARY 23, 1920.—Referred to the Committee on Naval Affairs and ordered to be printed.

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DEPARTMENT OF THE NAVY,  
*Washington, January 22, 1920.*

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to defer until June 30, 1921, the age limits for promotion by selection to become effective under existing law on June 30, 1920, which is respectfully submitted.

The naval appropriation act of August 29, 1916, prescribes certain age limits for promotion to the grades of rear admiral, captain, and commander, to become effective on June 30, 1920, and any officer becoming ineligible for promotion on account of age shall be placed on the retired list of the Navy. By a provision of the act approved July 11, 1919, this restriction upon promotion has been deferred, in the cases of commanders, until June 30, 1921. The department is strongly of the opinion that the same deferment should be made in the cases of the other two grades, for the sake of uniformity and more particularly because, if this is not done, the Navy will lose the services of many valuable officers who, rendered ineligible for promotion on June 30, 1920, by reason of age, must therefore be retired. These officers have performed efficient service during the World War and their compulsory retirement, when their services are greatly needed, would be regrettable and not good business administration from the Government's point of view. The general provisions of the selection law are sufficient to insure that none of these officers will be promoted unless in all respects qualified therefor, as even after selection the officers recommended for promotion must undergo the pre-

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[No. 125.]

**INCLUDE NAVY NURSES IN BILL TO GRANT SIX MONTHS' PAY TO DEPENDENTS OF OFFICERS, ETC.**

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LETTER

FROM

**THE SECRETARY OF THE NAVY,**

TRANSMITTING

**AMENDMENT TO DRAFT OF PROPOSED LEGISLATION SO AS TO INCLUDE NAVY NURSES IN THE PROPOSED BILL TO GRANT SIX MONTHS' PAY TO DEPENDENTS OF OFFICERS AND ENLISTED MEN OF THE NAVY.**

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**JANUARY 24, 1920.**—Referred to the Committee on Naval Affairs and ordered to be printed.

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NAVY DEPARTMENT,  
*Washington, January 23, 1920.*

MY DEAR MR. SPEAKER: In my letter to you of the 14th instant with regard to Senate bill 2497, to provide six months' pay to dependents of officers and enlisted men of the Regular Army, which became a law on December 17, 1919 (Public, No. 99), as also in the proposed draft of a bill to secure the same benefits for the Navy, inclosed with my letter, members of the Nurse Corps were not mentioned through an oversight.

Nurses in the Navy incur special risks peculiar to the performance of their duties, and should therefore be included; but the benefits of the proposed legislation will not accrue in their cases without a few changes in the language.

I therefore recommend that my proposed draft of bill, forwarded on the 14th instant, be changed by inserting the word "nurse" after the word "officer" in each of the four instances where the word "officer" occurs.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES,  
*Washington, D. C.*

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scribed mental, moral, professional, and physical examinations before they can be promoted. If any of these officers should fail to establish their superior qualifications for promotion in competition with other officers with whom their records must be compared by the selection board, their promotion will not be recommended, but they should not be excluded from promotion by an arbitrary age limit which does not now and has never heretofore obtained, but which will become effective, as above stated, on June 30, 1920, unless existing laws are modified by Congress. The compulsory retirement of such officers upon reaching the age limit for promotion is, particularly at this time, a penalty from which the Navy will suffer more seriously than the individual officers so retired, and the operation of this provision might well be postponed by the Government for another year.

In view of the foregoing the department recommends that the proposed draft of a bill inclosed herewith be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER,  
*House of Representatives, Washington, D. C.*

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A BILL Relative to promotion by selection in the Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the age limits for promotion by selection, which under existing law will become effective on June 30, 1920, are hereby deferred until June 30, 1921.

**SPECIAL ALLOWANCES FOR OFFICERS AND ENLISTED MEN  
OF THE NAVY SERVING AFLOAT ON THE ASIATIC STA-  
TION.**

**NAVY DEPARTMENT,  
Washington, March 24, 1920.**

MY DEAR MR. CHAIRMAN. I have received from the commander in chief of the Asiatic fleet two cablegrams with reference to the subject of special allowances for officers and enlisted men of the Navy serving afloat on the Asiatic station. These messages are quoted as follows:

0105. Depreciation of purchasing power of United States currency in China has forced a most decided decline in value of United States currency in all large treaty ports in Orient. Officers and men living afloat on this station must use local currency and their pay increases or decreases as the Government rate changes. Average of the United States Treasury quarterly rates of exchange for Mexican dollar, which is currency most generally acceptable on this station for period July 1, 1909, to January 1, 1919, was \$2.20 Mexican currency to United States dollar. On signing armistice United States Treasury rate was \$1.22 local currency to United States dollar. To-day United States Treasury rate is 99½ cents to United States dollar. To secure relief from high rate of silver obtaining in the Orient, employees of American, British, and other foreign firms are demanding and receiving additional maintenance of from \$2.20 to \$2.60 local currency to United States dollar. Realizing that the question of foreign exchange is problem of international proprieties and fully appreciating necessity of preserving morale of British Navy, British Admiralty has established what is known as two concessions—maintenance allowances—one for shore duty in China and one for sea duty on entire Asiatic station. Afloat where pay is £300 or less, 80 per cent is paid in all ports at rate of 20 shillings to Mexican dollars, remaining 20 per cent being paid at average daily rate of exchange, which for any particular month, is average for preceding month. All pay in excess of £300 is paid on basis of 50 per cent at 2 shillings to Mexican dollar and 50 per cent at average daily rate. To afford them equal protection from the high rate of exchange which will continue at best in but slightly varying degree so long as silver remains standard local currency and promote contentment and efficiency, it is recommended that the entire Navy personnel under my command afloat receive same consideration regarding special allowances for maintenance as that granted the personnel of British Navy serving under similar conditions and payment thereof be made effective from January 1, 1920. In anticipation of condition herein stated it is recommended that same provisions relative to special allowance for maintenance to officers and enlisted men of Navy and Marine Corps serving under unusual conditions be inserted in estimates submitted to Congress under the appropriation "Pay, miscellaneous," for coming fiscal year. Request acknowledgment 2130.

0112. Commander Yangtze Patrol reports, February 24, living conditions, junior married officers afloat, almost impossible owing to rate of exchange and excessively high prices of living accommodations and commutation, and mentions five specific cases by name and in detail. One wife has taken position of trained nurse and another has secured clerical position in order to help meet living expenses. All of them financial distress. Also have letter from consul at Hankow reporting destitute condition of a wife of petty officer serving afloat on gunboat on Yangtze. Transportation to United States for her by Government or merchant conveyance can not be procured owing to congestion. Commander Yangtze Patrol states "Expressions of sympathy and offers of charity and assistance are becoming so frequent as to create both embarrassment and resentment." The granting of additional compensation as special allowance for maintenance from appropriation now available on the basis recommended in my 0115-2130, February, absolutely necessary for officers and men serving afloat on Asiatic station. I am writing to the department in detail on the subject, but recommend immediate action. If the department can not see its way clear to extend relief to senior officers of the fleet it is hoped that at least the junior officers and the enlisted men will be granted additional compensation for maintenance. Request acknowledgment 1200.

1. The first part of the document is a list of names and dates, which appears to be a record of some kind. The names are written in a cursive script, and the dates are in a more formal, printed style. The list is organized into columns, with names in the first column and dates in the second column. The names are mostly male, and the dates range from the late 18th century to the early 19th century. The list is followed by a section of text that is also written in cursive, but it is too faint to read accurately. The text appears to be a continuation of the record, possibly providing more details about the individuals listed. The overall appearance of the document is that of an old, handwritten record book or ledger.

[No. 127.]

**DESERTIONS, TO REMOVE CHARGE OF.**

**DEPARTMENT OF THE NAVY,**  
Washington, January 27, 1920.

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

MY DEAR MR. CHAIRMAN: Replying to your letter of January 24, 1920, inclosing bill (H. R. 11885) "to authorize the Secretary of the Navy to remove the charge of desertion under certain conditions from the records of former members of the naval service, and for other purposes," and requesting the views and recommendations of the department thereon, I have the honor to invite your attention to House Document No. 568 (66th Cong., 2d sess.), which incorporates the letter of the department transmitting this bill to Congress with the recommendation that it be enacted.

While the department does not desire to create the impression that it in any wise condones desertion from the military forces of the United States, yet in those cases where men being desirous of participating in the European conflict before the United States had entered into the war deserted from the naval service and immediately upon such desertion sought service with the military forces of those countries which subsequently became our Allies and served therein with credit and distinction, it believes that to remove the charge of desertion from the records in those cases is no more than equitable to the individual concerned.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*



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[No. 127.]


**DESERTIONS, TO REMOVE CHARGE OF.**

**DEPARTMENT OF THE NAVY,**  
Washington, January 27, 1920.

MAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

**MR. CHAIRMAN:** Replying to your letter of January 24, 1920, regarding bill (H. R. 11885) "to authorize the Secretary of the Navy to remove the charge of desertion under certain conditions from the records of former members of the naval service, and for other purposes," and requesting the views and recommendations of the committee thereon, I have the honor to invite your attention to Document No. 568 (66th Cong., 2d sess.), which incorporates the report of the department transmitting this bill to Congress with recommendation that it be enacted.

The department does not desire to create the impression that any wise condones desertion from the military forces of the United States, yet in those cases where men being desirous of serving in the European conflict before the United States had entered the war deserted from the naval service and immediately thereafter sought service with the military forces of those countries which subsequently became our Allies and served therein with credit and distinction, it believes that to remove the charge of desertion from the records in those cases is no more than equitable to the individual concerned.





[No. 128.]

**OFFICERS AND ENLISTED MEN, TO PROVIDE FOR LOSS OF  
PROPERTY DESTROYED IN NAVAL SERVICE.**


**DEPARTMENT OF THE NAVY,  
Washington, January 27, 1920.**

**CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.***

DEAR MR. CHAIRMAN: Replying further to the committee's  
inclosing bill (H. R. 11233) "to amend the act of October 6,  
entitled 'An act to provide for reimbursement of officers,  
men, and others in the naval service of the United States  
property lost or destroyed in such service,'" and requesting the  
and recommendations of the department thereon, I have the  
to inform you that the department does not recommend the  
ment of this bill but believes that the restrictions provided by  
act of October 6, 1917, which bill H. R. 11233 has been intro-  
d to amend, should continue as therein provided.

Sincerely yours,

JOSEPHUS DANIELS,





[No. 130.]

**TO REMOVE THE CHARGE OF DESERTION UNDER CERTAIN  
CONDITIONS (H. R. 11885).**

**DEPARTMENT OF THE INTERIOR,  
BUREAU OF PENSIONS,**

Washington, February 4, 1920.

Hon. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

MY DEAR MR. BUTLER: I am returning the bill (H. R. 11885) to authorize the Secretary of the Navy to remove the charge of desertion under certain conditions from the records of former members of the naval service, and for other purposes, together with your letter showing the purpose for which it was transmitted to this bureau.

While the bill relates to a matter entirely within the jurisdiction of the Navy Department, yet it may affect the pensionable status of men hitherto debarred from pension by reason of desertion, and it is suggested that it be provided that the granting of a pension on account of the service from which the charge of desertion shall have been removed shall be on an application made after the approval of the act and accruing only from the date of said application.

When a charge of desertion shall be removed from the record of any appointed or enlisted man, he should receive a certificate of discharge, and the bill should authorize the Secretary of the Navy to issue a discharge certificate to the man, or, in case of his death, to his heirs or legal representatives.

There should be some provision as to the pay, bounty, or other emoluments the man or his heirs or representatives may be entitled to receive by reason of the removal of the charge of desertion.

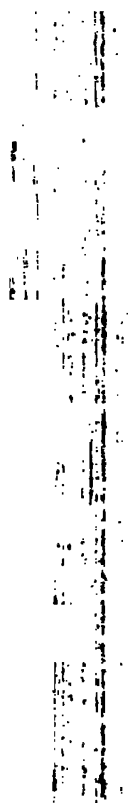
It is worthy of note that in many prior acts for removal of charge of desertion it has been provided that a service of at least six months must have been rendered under the contract of enlistment terminated by desertion before the man or his heirs or legal representatives may be entitled to the benefits of the law.

At certain times and under certain conditions, the loss of citizenship is incurred in consequence of desertion, and the bill should state whether it shall operate as a remission of any forfeiture incurred by the man by reason of his desertion.

Attention is called to acts of Congress of August 14, 1888, and March 2, 1889, for removal of charge of desertion, which appear to full, explicit, and comprehensive on this subject, and it might be well to have these in mind in the consideration of the proposed bill.

Very truly, yours,

G. M. SALTZGABER,  
*Commissioner.*



[No. 130.]

**TO REMOVE THE CHARGE OF DESERTION UNDER CERTAIN  
CONDITIONS (H. R. 11885).**

**DEPARTMENT OF THE INTERIOR,  
BUREAU OF PENSIONS,**

Washington, February 4, 1920.

Hon. THOMAS S. BUTLER,

*Chairman Committee on Naval Affairs,  
House of Representatives.*

MY DEAR MR. BUTLER: I am returning the bill (H. R. 11885) to authorize the Secretary of the Navy to remove the charge of desertion under certain conditions from the records of former members of the naval service, and for other purposes, together with your letter showing the purpose for which it was transmitted to this bureau.

While the bill relates to a matter entirely within the jurisdiction of the Navy Department, yet it may affect the pensionable status of men hitherto debarred from pension by reason of desertion, and it is suggested that it be provided that the granting of a pension on account of the service from which the charge of desertion shall have been removed shall be on an application made after the approval of the act and accruing only from the date of said application.

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At certain times and under certain conditions, the loss of citizenship is incurred in consequence of desertion, and the bill should state whether it shall operate as a remission of any forfeiture incurred by the man by reason of his desertion.

Attention is called to acts of Congress of August 14, 1888, and March 2, 1889, for removal of charge of desertion, which appear to full, explicit, and comprehensive on this subject, and it might be well to have these in mind in the consideration of the proposed bill.

Very truly, yours,

G. M. SALTZGABER,  
*Commissioner.*

[H. R. 11885, 66th Cong., 2d sess.]

**A BILL** To authorize the Secretary of the Navy to remove the charge of desertion under certain conditions from the records of former members of the naval service, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the charge of desertion now standing on the rolls and records of the Navy and Marine Corps against any officer or enlisted man in the naval service may, in the discretion of the Secretary of the Navy, be removed in any case where it shall be made to appear to the satisfaction of the Secretary of the Navy that such officer or enlisted man has, since committing the offense charged upon his record, served honorably in the war with the German Government either in the military forces of our Allies or in any branch of the military service of the United States.



[No. 131.]

**CAPT. BENJAMIN S., TO ADVANCE TO THE PERMANENT RANK OF MAJOR, UNITED STATES MARINE CORPS.**

**DEPARTMENT OF THE NAVY,  
Washington, February 9, 1920.**


**MAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.***

**B** MR. CHAIRMAN: Replying to the committee's letter of the 21st (H. R. 12080) to advance Capt. Benjamin S. Berry to permanent rank of major, and requesting the views and recommendations of the department thereon, I have the honor to inform the committee that the department strongly indorses this proposed bill and recommends it for your consideration.

The purpose of this bill is to restore Capt. Benjamin S. Berry, United States Marine Corps, to the position on the permanent list of the United States Marine Corps which he would have held had he not been court-martialed in May, 1910. Ever since that date Capt. Benjamin S. Berry has performed unusually meritorious services, so much so that he has been awarded the French Croix de Guerre with Palm, and was also awarded the Distinguished Service Cross by the commander in chief of the American Expeditionary Forces in France, for—

participating in a gallant attack across open ground, and into the Bois de Belleau, west of Chateau-Thierry, on the afternoon of June 6, 1918, inspiring them by his example. When he reached the edge of the woods he fell, mortally wounded. Nevertheless, he arose and made a final dash of 30 yards across a field of bullets and reached again the first wave of his command before succumbing to exhaustion from his injury.

The opinion of the department that this act alone should atone for any former mistake which he may have committed, and that it would have a good effect upon the service in general, is well known, and it is known that such deeds of valor as shown by this officer





[No. 132.]

**AMOUNT TO BE APPROPRIATED FOR INCREASED COMPENSATION OF COMMISSIONED OFFICERS OF THE COAST AND GEODETIC SURVEY, AS PROPOSED IN H. R. 11927.**

**DEPARTMENT OF COMMERCE,  
COAST AND GEODETIC SURVEY,**

Washington, February 16, 1920.

MY DEAR MR. CHAIRMAN: As requested by you, I am attaching to a statement of the total amount to be appropriated to cover increased compensation of commissioned officers of the Coast and Geodetic Survey, as proposed in H. R. 11927. The total amount to be appropriated up to and including the end of the fiscal year is \$59.

In this statement I have given the details which I think answers your request. If not, I of course will furnish you immediately with additional information if you wish it.

I am also attaching a memorandum, in which I state in a few paragraphs the serious situation that now faces the Coast and Geodetic Survey in relation to its commissioned officers; also this memorandum sets the reasons and the effect that this proposed legislation will have on the service.

I am,

Respectfully, yours,

E. LESTER JONES,  
*Superintendent.*

Hon. THOMAS S. BUTLER,  
*Chairman of the Naval Affairs Committee,  
House of Representatives.*

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COAST AND GEODETIC SURVEY.

[H. R. 11927.]

Amount to be appropriated to cover increased compensation of commissioned



MEMORANDUM CONCERNING THE COMMISSIONED OFFICERS OF THE UNITED STATES  
COAST AND GEODETIC SURVEY IN BILLS S. 3383 AND H. R. 11927.

Referring to bills S. 3383 and H. R. 11927, to increase the efficiency of the commissioned and enlisted personnel of the Army, Navy, Marine Corps, Coast Guard, Coast and Geodetic Survey, and Public Health Service, the former which passed the Senate February 2, 1920, and the latter, February 11, 1920:

1. *Officers already commissioned.*—The commissioned officers of the Coast and Geodetic Survey already hold relative rank with the officers of the Army and Navy from second lieutenant to colonel in the Army, and ensign to captain in the Navy, as provided by existing law.

2. *The sixth commissioned service.*—These bills as passed by the Senate include the six commissioned services of the Government to receive pay, etc., practically alike. The Coast and Geodetic Survey, which is included in these bills, has 140 commissioned officers, and is the sixth commissioned service of the Government and the only one that has not yet received consideration regarding pay, etc., similar to the other five services.

3. *Retirement.*—Regarding the retirement section in the two bills: Inasmuch as this is the only one of the six commissioned services that does not receive retirement at the present time, unless some provision is made for these officers, they will be entirely without consideration inasmuch as they are not in the classified service, and would not get retirement under any bill affecting that class of employees, nor do these commissioned officers get the benefit of the \$240 bonus.

Eleven of the oldest commissioned officers of the Coast and Geodetic Survey average over 70 years and have served the Government in the aggregate 507 years.

These men who have given so much to the country in work that has been equally as hazardous in peace times as in war, both on land and sea, have reached an age where their usefulness to the Government is very much impaired and their retirement with some others that have reached the retirement age only amounts to \$15,797 from March, 1920, to June 30, 1920. In place of these men younger men would take their places, which can readily be seen would increase our output in efficiency very materially.

4. *Cost versus loss to Government.*—The total amount involved in the bill affecting the Coast and Geodetic Survey commissioned officers is \$49,859 for a period from March 1, 1920, to June 30, 1920. Using these figures as a point in discussing the amendment and why it is an economical move to permit its passage as well as a matter of clear justice, I want to compare this amount with what this service actually suffered in loss last year through lack of efficiency. Due to resignations the field work of the Coast and Geodetic Survey in 1919 cost about \$300,000 more than it would have cost had there been no reduction in our commissioned personnel. In other words, the resignations, frequent changes, and lack of trained officers were responsible for our not being able to operate our vessels continuously and effectually as if we had had our fully trained commissioned staff.

5. *Resignations.*—Since the war 25 per cent of our commissioned personnel had actually resigned, and if relief is not forthcoming 70 per cent of our best commissioned officers will leave this service in the near future.

It is not the first loss that makes the only impression of the injury done the service, but the after effect is fatal, for our best trained officers can not be replaced in less than 12 years. Their work has been specialized and so very broad in its scope that it takes years to bring an officer, after he comes into the service, to the point where he is considered to have all around efficiency.

6. *Work of officers.*—While the work of our commissioned force is largely on the sea preparing surveys and other important work for the Navy and acting as pioneers in the development of all new waters surrounding all our possessions this work is always hazardous, as they must not only ascertain the dangers for the Navy, Coast Guard, and merchant marine vessels, but the officers of this service must keep their own ships from harm. The result of this work meant last year the publication of about 300,000 nautical charts, of which the Navy was issued 100,000. This is the only service that does this work, and there is no duplication.

On land our officers also enter into the work of what might be termed "building the steel structure" for the development of continental United States and her possessions. The fundamental controls and precise levels are done by these same officers, on which our military maps, coast defense, and commercial development are based.

7. *Must maintain high standard.*—The question might be raised of why could not the Navy do this work is simply for this reason: These officers have specialized for years in this one line of work. To absorb a highly technical service into a large unwieldy

mean disintegration in that it would become an auxiliary and a training ad of upholding the high standard which it has maintained for the last 104

**Entrance examination.**—These officers enter this service after a hard or best technical universities and then must pass a high physical and mental they are commissioned by the President by and with the advice and the Senate, the lowest grade, that of mid, being equal to ensign in the Navy Lieutenant in the Army. Under the present law, all we can offer these mid men in the initial grade is \$1,000 per annum. To-day our 29 positions—mid—are vacant.

**Relative importance.**—These officers performed the same duties during mid the officers of the Army and Navy and they received the same pay and then. In time of peace their duties are more hazardous than are the duties of Army or Navy officers. Furthermore, they are continuously in training as which they performed during the war and would again perform when do so. Their pay and allowances should therefore be the same as for the Army and Navy of the same rank. The fact that they are not so paid as for the present lamentable condition that threatens to jeopardize the survey for years to come.

**Why in proposed legislation.**—This country is at present spending billions in building a great merchant marine. The cheapest insurance which can on this huge fleet of ships is adequate and complete charts of the waters reverse. The Coast and Geodetic Survey is years in arrears on this work, a measure to the conditions which this legislation is designed to correct. Itions can not be corrected without some legislation as is here proposed. must choose between spending money to increase the output of new and as with which to safeguard its lives and property at sea, or spending it in the losses which are bound to occur if those charts are not provided.

E. LESTER JONES.

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DEPARTMENT OF COMMERCE,  
COAST AND GEODETIC SURVEY,  
Washington, March 23, 1920.

THOMAS S. BUTLER,  
Chairman of the Naval Affairs Committee,  
House of Representatives.

MR. CHAIRMAN: I would appreciate it very much if you the time to read the attached memorandum regarding the situation of the 140 commissioned officers of the Coast and Survey, who are cared for in the Kelley bill, as amended

rate



[No. 133.]

DAVIS, HENRY C., LIEUTENANT COLONEL.

DEPARTMENT OF THE NAVY,  
Washington, February 17, 1920.

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

DEAR MR. CHAIRMAN: Replying to the committee's letter of January 14, 1920, inclosing bill (H. R. 12478) for the relief of Lt. Col. Henry C. Davis, and requesting the views and recommendations of the department thereon, I have the honor to state when this matter was formerly before the department for its views and recommendations they were set forth as follows:

Lt. Col. (then Maj.) Henry C. Davis, United States Marine Corps, was examined for promotion to the grade of lieutenant colonel in July, 1916. He was found not professionally or morally qualified for promotion, and, in accordance with law, was suspended from promotion for a period of one year. Under ordinary conditions the effect of this suspension from promotion for one year would have resulted in a loss of one number, due to the retirement of one of his seniors, but on account of the death of the Marine Corps of August 29, 1916, the consequence was that he lost 14

numbers. The loss of 14 numbers is an excessive penalty for the failure on examination in the case of Col. Davis, this comes about because of increase of personnel in his corps, and such loss is due solely to his own failure in passing the examination and not to any other cause. It is strictly in accordance with law. The enactment of special legislation for his relief would have the harmful effect of establishing a precedent for correction in this manner of any loss of numbers that may have resulted in the future that may occur in the future under similar circumstances.

We therefore recommend that the bill (H. R. 9281) do not receive the committee's favorable consideration.



[No. 134.]

REPUBLIC OF PERU.

DEPARTMENT OF THE NAVY,  
Washington, February 19, 1920.

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to authorize the President to detail four officers of the naval service to assist the Republic of Peru and to authorize them to accept appointments under the Government of Peru for the purpose of assisting in reorganizing the Peruvian Navy.

Upon the request of the Republic of Peru it is proposed that there be sent to that country as soon as authority therefor is granted a mission of four naval officers to assist that Republic in directing, organizing, and administering the Peruvian Navy, such mission to consist of a commander or captain as head of the mission, one officer experienced in engineering, one to assist in directing the Peruvian Naval Academy, and one to assist in the creation and establishment of a naval war college for Peru. It is the present intention that, of the officers so assigned, the chief of the mission and the officer experienced in engineering shall be officers on the active list of the United States Navy and that the remaining officers shall, if practicable, be from the retired list thereof.

It is expected and understood that the members of this mission shall receive their compensation from the Government of Peru, which case paragraph 8, section 9, article 1, of the Constitution of the United States, makes it necessary to obtain authority from Congress to enable them to accept such compensation.

It appears from similar legislation now existing in connection with certain officers who have been assigned to the Government of Brazil to assist in the administration of the naval war college of that country, together with other legislation authorizing assistance to the Republic of Haiti and the Republic of Santo Domingo, to be the policy of the

A BILL To authorize and empower officers of the naval service to serve under the Republic of Peru, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President of the United States be, and he is hereby, authorized, in his discretion, to detail, with their consent, four officers of the United States naval service to assist the Republic of Peru: *Provided,* That the officers so detailed be, and they are hereby, authorized to accept from the Republic of Peru offices under said Republic with compensation and emoluments therefor: *Provided further,* That while so detailed such officers shall receive neither pay nor allowances from the Government of the United States, but they shall be entitled to the same credit while so serving for longevity, retirement, and for all other purposes that they would receive if they were serving with the United States Navy.

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[No. 134.]

**REPUBLIC OF PERU.**

**DEPARTMENT OF THE NAVY,**  
Washington, February 19, 1920.

**MY DEAR MR. SPEAKER:** There is inclosed herewith a proposed draft of a bill to authorize the President to detail four officers of the naval service to assist the Republic of Peru and to authorize them to accept appointments under the Government of Peru for the purpose of assisting in reorganizing the Peruvian Navy.

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It is expected and understood that the members of this mission will receive their compensation from the Government of Peru, in which case paragraph 8, section 9, article 1, of the Constitution of the United States, makes it necessary to obtain authority from Congress to enable them to accept such compensation.

It appears from similar legislation now existing in connection with certain officers who have been assigned to the Government of Brazil to assist in the administration of the naval war college of that country, together with other legislation authorizing assistance to the Republic of Haiti and the Republic of Santo Domingo, to be the policy of the United States to assist our sister American Republics in every way possible upon such occasions as they may desire assistance in the manner provided for in the proposed draft of a bill hereto attached. Such assistance, while directly to the benefit of the countries to which the missions are sent, is indirectly to the advantage of the United States in building up and increasing the efficiency of the naval strength of the countries of the Western Hemisphere, so that united they may be in a state of preparedness to resist any aggressive action from a foreign power.

I have, therefore, to recommend that the proposed draft of a bill hereto attached be enacted during the present session of Congress and at as early a date as may be practicable.

Sincerely yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The SPEAKER OF THE HOUSE OF REPRESENTATIVES.**

A BILL To authorize and empower officers of the naval service to serve under the Republic of Peru, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President of the United States be, and he is hereby, authorized, in his discretion, to detail, with their consent, four officers of the United States naval service to assist the Republic of Peru: *Provided,* That the officers so detailed be, and they are hereby, authorized to accept from the Republic of Peru offices under said Republic with compensation and emoluments therefor: *Provided further,* That while so detailed such officers shall receive neither pay nor allowances from the Government of the United States, but they shall be entitled to the same credit while so serving for longevity, retirement, and for all other purposes that they would receive if they were serving with the United States Navy.



[No. 135.]

**EXTENDING AUTHORITY TO ORDER BOARDS OF MEDICAL EXAMINERS.**

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**DEPARTMENT OF THE NAVY,**

Washington, March 3, 1920.

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to extend the authority now provided for by law to order boards of medical examiners, examining boards, and retiring boards, for the examination of candidates for appointment, promotion, or retirement in the Navy or Marine Corps so that all officers in the naval service now authorized to convene general courts-martial may, within the discretion of the Secretary of the Navy, order said examining boards.

By the act of March 4, 1917 (39 Stat. 1171), the Secretary of the Navy may authorize the senior officer present, or other commanding officer on a foreign station to order examining and retiring boards for the purpose of examining such officers in their commands to determine their qualifications for appointment, promotion, or retirement, as may be designated by the department for examination. The application of this law has been found to be so beneficial to the service, both in eliminating prior unavoidable delays and in promoting a more prompt and efficient administration of the laws relating to appointment, promotion, and retirement in the naval service, that the department desires to have the present authority to order said boards extended to all officers in the naval service now authorized to convene courts-martial.

In time of peace the following officers, additional to those provided for in the above act, would be included by the provisions of the proposed draft of a bill hereto attached: commander in chief of a fleet or squadron, commanding officer of a squadron, division, flotilla, or of a larger force afloat, and the commanding officer of a brigade or a larger force of the naval service beyond the continental limits of the United States; and, in time of war, the commander of any navy yard or naval station and the commanding officer of a brigade or larger force of the Navy or Marine Corps on shore within the United States not attached to a navy yard or naval station.

Under present conditions the commander in chief of a fleet or squadron, or other commanding officer, is greatly handicapped in conducting examinations for appointment, promotion or retirement due to the fact that very frequently hundreds of miles separate the officers under his command who are candidates for promotion and that said examinations must be delayed until such time as may be convenient to have the officers so designated perform the necessary travel for the purpose of taking these examinations. Owing to the fact that the commander in chief of a fleet or squadron or other commanding officer may not issue travel orders for this purpose

1871

[No. 137.]

PROMOTE THE MINING OF COAL, PHOSPHATE, OIL, OIL  
SHALE, GAS, AND SODIUM ON THE PUBLIC DOMAIN.

NAVY DEPARTMENT,

Washington, March 5, 1920.

MY DEAR MR. CHAIRMAN: S. 2775, "An act to promote the mining of coal, phosphate, oil, oil shale, gas, and sodium on the public domain," approved by the President on February 24, 1920, contains certain provisions affecting the naval petroleum reserves. The more important are:

c. 18. That upon relinquishment to the United States, filed in the General Land Office within six months after the approval of the act, of all right, title, and interest claimed and possessed prior to July 3, 1910, and continuously since by the claimant or his predecessor in interest under the preexisting placer mining law to any gas bearing land upon which there has been drilled one or more oil or gas wells the discovery embraced in the Executive order of withdrawal issued September 27, 1910, and not within any naval petroleum reserve, and upon payment as royalty to the United States of an amount equal to the value at the time of production of one-half of all the oil or gas already produced except oil or gas used for production purposes on the claim, or unavoidably lost, from such land the claimant, or his successor, if in possession of such land, undisputed by any other claimant prior to July 3, 1910, shall be entitled to a lease thereon from the United States for a period of ten years, at a royalty of not less than 12½ per centum of all the oil or gas produced except oil or gas used for production purposes on the claim, or unavoidably lost. *Provided, however,* That as to all like claims situate within any naval petroleum reserve the producing wells thereon only shall be leased, together with an area of land sufficient for the operation thereof, upon the terms and payment of royalties for present and future production as herein provided for in the leasing of claims. No wells shall be drilled in the land subject to this provision within six hundred and sixty feet of such leased well without the consent of the lessee: *Provided, however,* That the claimant may, in his discretion, lease the remainder or any part of any such claim on which such wells have been drilled, and in the event of such leasing said claimant or his successor shall have a preference right to such lease: *And provided further,* that he may permit the drilling of additional wells by the claimant or his successor



[No. 138.]

GREEN, JAMES. •

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WAR DEPARTMENT,  
THE ADJUTANT GENERAL'S OFFICE,

Washington, March 5, 1920.

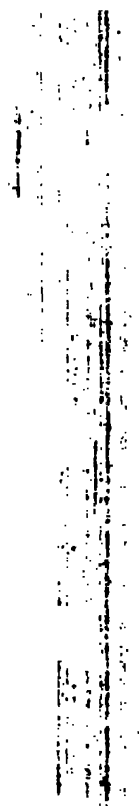
CON. THOMAS S. BUTLER,  
*House of Representatives.*

DEAR SIR: In reply to your request to be furnished, for the use of the House Committee on Naval Affairs, with the military record of James Green as a sergeant of Company H, Seventh Indiana Cavalry, Civil War, I have the honor to inform you as follows:

The records show that James Green was enrolled August 7, 1863, Indianapolis, and was mustered into service September 5, 1863, as sergeant in Company H, Seventh Regiment Indiana Cavalry Volunteers, to serve three years; was promoted to first sergeant October 1863; was reduced to the ranks April 20, 1864; and that he was honorably discharged as a private October 2, 1864, at Memphis, Tenn., to enable him to enlist in the United States Navy.

Very respectfully,

P. C. HARRIS,  
*The Adjutant General*



[No. 138.]

GREEN, JAMES. •

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WAR DEPARTMENT,  
THE ADJUTANT GENERAL'S OFFICE,  
Washington, March 5, 1920.

Hon. THOMAS S. BUTLER,  
*House of Representatives.*

DEAR SIR: In reply to your request to be furnished, for the use of the House Committee on Naval Affairs, with the military record of James Green as a sergeant of Company H, Seventh Indiana Cavalry, Civil War, I have the honor to inform you as follows:

The records show that James Green was enrolled August 7, 1863, at Indianapolis, and was mustered into service September 5, 1863, as a sergeant in Company H, Seventh Regiment Indiana Cavalry Volunteers, to serve three years; was promoted to first sergeant October 6, 1863; was reduced to the ranks April 20, 1864; and that he was honorably discharged as a private October 2, 1864, at Memphis, Tenn., to enable him to enlist in the United States Navy.

Very respectfully,

P. C. HARRIS,  
*The Adjutant General.*

city of San Diego, Calif., which is to be donated to the Government.

The activities already commenced and projected in the vicinity of San Diego render supply facilities at that point very necessary. Mare Island is too far away to serve this locality, which, due to the division of the fleet, will rapidly become an important naval center.

Respectfully, yours,

JOSEPHUS DANIELS.

The SECRETARY OF THE TREASURY.

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*Supplemental estimates of appropriations required for the service of the fiscal year ending June 30, 1921, by the Navy Department.*

NAVAL ESTABLISHMENT.—PUBLIC WORKS, BUREAU OF YARDS AND DOCKS.

*Fleet landing and storehouse, San Diego, Calif.—*

Fleet landing and storehouse, San Diego, Calif. (submitted)----- \$1,000,000



[No. 140.]

**PROVIDE FOR RELIEF OF CERTAIN ENLISTED MEN IN  
THE NAVY.**

**DEPARTMENT OF THE NAVY,**

Washington, March 6, 1920.

DEAR MR. SPEAKER: There is inclosed herewith a proposed bill for the relief of certain enlisted men in the naval service who were discharged therefrom to accept appointments as such for the period of the war in other branches in the military service of the United States, and for other purposes, which is respectfully submitted for your consideration.

Upon the revocation of the appointment as officers of some of the enlisted men and their reenlistment in the naval service, it was found that they had lost all benefits of continuous service and continuous service pay which had been accruing over several enlistments; that they could not be reenlisted in the ratings which they held at the time of their discharge to accept appointments as such in other branches of the military service; in brief, that their status was that of men serving in their first enlistments. Others in this group of officers, finding that their status upon reenlistment would be that of a first enlistment, declined to reenlist because the status of a first enlistment was not sufficient to meet the financial obligations which they had incurred as heads of families while serving in the higher enlisted ratings.

In view of the fact that all of these men were discharged and reinstated as officers because the interests of the service demanded that they be given a larger opportunity for service during the emergency, and the further fact that they are among the best men of the most enlisted ratings in the naval service, whose services are greatly needed by the Naval Establishment, the department recommends that the proposed draft of a bill hereto attached be enacted in this session of Congress.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

MR. SPEAKER OF THE HOUSE OF REPRESENTATIVES.



[No. 141.]

LEIN, LUDWIG.


DEPARTMENT OF THE NAVY,  
Washington, March 9, 1920.

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 12500) "Authorizing the President to restate Conrad Ludwig Lein as a lieutenant in the United States Navy," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Conrad Ludwig Lein was appointed a midshipman in the Navy May 12, 1911, and was promoted to the grade of ensign June 5, 1915. He was temporarily appointed a lieutenant (junior grade) May 1, 1917, appeared before a naval retiring board at the navy yard, Washington, D. C., October 9, 1917, and was found by said board to be permanently incapacitated for active service by reason of psychotic disorder, which incapacity was not the result of an incident of the service, and in accordance with the provisions of section 1454 of the Revised Statutes Lieut. Lein was retired on full pay October 31, 1917.

The department has consistently opposed legislation of the character proposed in bill H. R. 12500, except in exceptionally meritorious cases. The facts on record in the department in the case of Lieut. (Junior Grade) Lein do not bring it within the category of exceptionally meritorious."





[No. 142.]

**SUPPLEMENTAL ESTIMATE OF APPROPRIATIONS—NAVY  
DEPARTMENT.**

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**LETTER**

**FROM**

**THE SECRETARY OF THE TREASURY,**

**TRANSMITTING**

**THE COPY OF A COMMUNICATION FROM THE SECRETARY OF THE NAVY  
SUBMITTING SUPPLEMENTAL ESTIMATES OF APPROPRIA-  
TIONS REQUIRED BY THE NAVY DEPARTMENT FOR THE FIS-  
CAL YEAR 1921.**

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**MARCH 10, 1920.—Referred to the Committee on Naval Affairs and ordered to be  
printed.**

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**TREASURY DEPARTMENT,  
Washington, March 5, 1920.**

**SPEAKER OF THE HOUSE OF REPRESENTATIVES.**

**SIR: I have the honor to transmit herewith for the consideration  
of Congress copy of a communication from the Secretary of the Navy  
of the 4th instant, submitting supplemental estimates of appro-  
priations, in the sum of \$8,500,000, required by the Navy Depart-  
ment for the fiscal year 1921.**

**The necessity for the appropriations and the reasons for the  
revision of the estimates at this time are fully set forth in the  
letter of the Secretary of the Navy herewith.**

**Respectfully,**



Repeated efforts subsequently have been made to have the extra appropriations provided to carry out the recommendations of the Chief of Naval Operations but to no avail. If the money is not to be provided for the performance of this work in this fiscal year it simply defers the work until next year, and, as I had anticipated last August that the recommendation then made would be favorably acted upon, no provision was made in the estimates for 1921 for performing the work after June 30, 1920, and therefore I strongly recommend that the appropriations for 1921 be made on the basis of the original estimates plus the amounts shown on the accompanying submission.

I inclose a copy of my letter of January 21, 1920, to the Speaker of the House of Representatives and of the letters accompanying same, all of which have been printed as House Document No. 627, Sixty-sixth Congress, second session, relative to the importance of providing this additional money, for the consideration of the Congress in connection with the present submission.

Respectfully, yours,

JOSEPHUS DANIELS.

The SECRETARY OF THE TREASURY.

*Estimates of appropriations required for the service of the fiscal year ending June 30, 1921 by the Navy Department.*

Detailed objects of expenditures, and explanations.	Total amount to be appropriated under each head of appropriation.	Amount appropriated for the current fiscal year ending June 30, 1920
<b>NAVAL ESTABLISHMENT.</b>		
<b>BUREAU OF YARDS AND DOCKS.</b>		
Maintenance, Bureau of Yards and Docks: For general maintenance of yards and docks, including the same objects specified under this head in the regular estimates for the Naval Establishment for the fiscal year 1921 (act July 11, 1919, vol. 41, p. 143, sec. 1)... Original estimates, \$7,500,000.	\$1,700,000	\$7,500,000
<b>BUREAU OF SUPPLIES AND ACCOUNTS.</b>		
Maintenance, Bureau of Supplies and Accounts: For fuel, etc., including the same objects specified under this head in the regular estimates for the Naval Establishment for the fiscal year 1921 (act July 11, 1919, vol. 41, pp. 147, 148, sec. 1)..... Original estimates, \$8,500,000.	1,050,000	15,500,000
<b>BUREAU OF CONSTRUCTION AND REPAIR.</b>		
Construction and repair of vessels: For preservation and completion of vessels on the stocks and in ordinary, etc., including the same objects specified under this head in the regular estimates for the Naval Establishment for the fiscal year 1921 (act July 11, 1919, vol. 41, pp. 148, 149, sec. 1)..... Original estimate, \$27,900,000.	3,250,000	31,000,000
<b>BUREAU OF STEAM ENGINEERING.</b>		
Engineering: For repairs, preservation, and renewal of machinery, etc., including the same objects specified under this head in the regular estimates for the Naval Establishment for the fiscal year 1921 (act July 11, 1919, vol. 41, pp. 149, 150, sec. 1)..... Original estimate, \$26,550,000.	2,500,000	20,000,000
<b>Total</b> .....	<b>8,500,000</b>	<b>54,000,000</b>

[No. 143.]

**MENTAL ESTIMATE OF APPROPRIATIONS—NAVY  
DEPARTMENT.**

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**L E T T E R**

**FROM**

**SECRETARY OF THE TREASURY,**

**TRANSMITTING**

**OF A COMMUNICATION FROM THE SECRETARY OF THE NAVY  
SUBMITTING SUPPLEMENTAL ESTIMATES OF APPROPRIA-  
TIONS REQUIRED BY THE NAVY DEPARTMENT FOR THE FIS-  
CAL YEAR 1921.**

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**March 5, 1920.**—Referred to the Committee on Naval Affairs and ordered to be  
printed.

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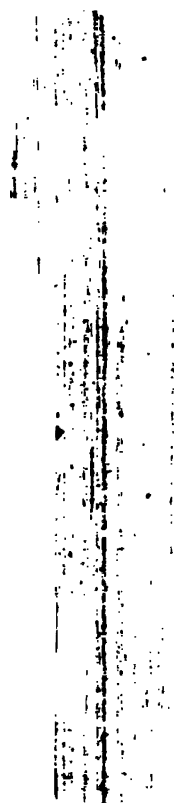
**TREASURY DEPARTMENT,  
Washington, March 5, 1920.**

**MAJORITY LEADER OF THE HOUSE OF REPRESENTATIVES.**

I have the honor to transmit herewith for the consideration  
of the Committee a copy of a communication from the Secretary of the Navy  
dated the 4th instant, submitting supplemental estimates of appropria-  
tions, in the sum of \$8,500,000, required by the Navy Depart-  
ment for the fiscal year 1921.

The necessity for the appropriations and the reasons for the  
submission of the estimates at this time are fully set forth in the  
communication from the Secretary of the Navy herewith.

Respectfully,  

[No. 145.]

**NAVAL RESERVE FORCE AND MARINE CORPS RESERVE, TO  
PROVIDE CERTAIN RELIEF.**

**DEPARTMENT OF THE NAVY,**

Washington, March 11, 1920.

DEAR MR. SPEAKER: There is inclosed herewith a proposed bill of a bill to provide for the relief of certain officers of the Naval Reserve Force and the Marine Corps Reserve, who, through decisions of the Comptroller of the Treasury, have been denied the right to mileage or travel allowance to their homes upon being disenrolled from the service or released from active duty therein, which is respectfully submitted for your consideration.

Shortly after the armistice had been signed several officers of said reserve forces, who had been originally enrolled as seamen at one naval station and transferred for the good of the service to some other naval station or base, where they were given provisional assignments as officers, were released from active duty or disenrolled from the service under honorable conditions under orders which failed to direct them to proceed to their homes, whereupon said disenrollment would become effective, but detached them from the service at said naval station or base.

Under date of April 17, 1918, the Comptroller of the Treasury decided that an officer of the Naval Reserve Force who had been previously disenrolled at a place other than that of his enrollment should not receive mileage to said place of enrollment for the reason that he was not in the service when the travel was performed.

In an attempt to follow out the intent of the above decision many officers of said reserve forces were detached from duty by the department and directed to proceed to their homes at their convenience there to consider themselves as detached from all active duty.

ing officers of the Navy or Marine Corps, as the case might be, which payments have been rendered void by the decisions of the Comptroller of the Treasury above noted, and either have been or will hereafter be, disallowed by the accounting officers of the Navy Department. This action will cause said disbursing officers of the Navy and Marine Corps to face large financial losses which they incurred through no fault of theirs, since they acted under instructions from the department, which instructions were given in good faith.

The proposed draft of bill hereto attached is submitted for the purpose of correcting the conditions above noted and it is, therefore, recommended that it be enacted.

Sincerely, yours,

JOSEPHUS DANIEL  
*Secretary of the*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To provide for the relief of certain officers of the Naval Reserve Force, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States in Congress assembled,* That officers of the Naval Reserve Force or the Marine Reserve who have heretofore been, or may hereafter be, disenrolled from service, or have heretofore been, or may hereafter be, released from active duty shall receive mileage at the same rate as authorized for officers of the Regular Navy on distance involved in travel in the United States from the place where they were released from active duty to their homes.

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[No. 146.]

**TITLES ON TABLETS AND OTHER MEMORIALS.**


**DEPARTMENT OF THE NAVY,**

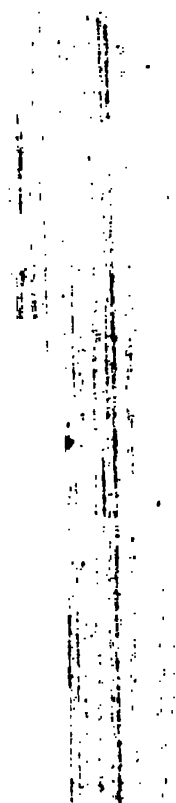
Washington, March 11, 1920.

MY DEAR MR. SPEAKER: There is inclosed herewith a proposed bill of a bill to authorize the Secretary of the Navy to give official commissions to parents, friends, or organizations to place upon such monuments, tablets, or other memorials as may be erected to any man who has heretofore or may hereafter give his life for his country while in the naval service, the rank which he had earned prior to his demise, which is respectfully submitted for your consideration.

A number of instances have come to the attention of the department where persons in the naval service have been nominated for promotion or have otherwise become eligible for promotion prior to their demise, but owing to the exigencies of the service opportunity had not been afforded them for completing the legal requirements for promotion prior thereto. Other cases have come to the attention of the department where individuals have fulfilled all the legal requirements for promotion prior to their demise, but owing to the exigencies of the service either their commissions had not been confirmed or they had not been received by them through no fault of their own to the date of their death.

The department feels, however, that some recognition should be given in such cases, but is of the opinion that article 2, section 2, of the Constitution of the United States, which requires all officers to be nominated by the President and confirmed by the Senate before they can be promoted to the next higher grade, does not permit of honorary commissions, which opinion is amply supported by the opinion of the Attorney General in the case of Capt. Haynes (29 Op.





[No. 147.]

HARRIS, T. DE F.

DEPARTMENT OF THE NAVY,  
Washington, March 19, 1920.

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

DEAR MR. CHAIRMAN: Replying to the committee's letter asking a bill (H. R. 12826) authorizing the appointment of Master T. De F. Harris as a paymaster in the Navy, and requesting the views and recommendations of the department thereon, we the honor to state that under date of March 18, 1920, in reply to a letter from the chairman Committee on Naval Affairs, United States Senate, transmitting a similar bill (S. 4011), the department set forth its views as follows:

On June 30, 1918, the lineal position of Commander (then Lieut. Commander) T. De F. Harris, Supply Corps, United States Navy, was No. 10 on the list of lieutenant commanders in said corps. On that date there were two officers in the rank of commander, to which two other officers were in line for promotion by reason of seniority, but who had not qualified on examination. On July 1, 1918, a promotion by selection was enacted for the Staff Corps of the Navy and a selection board was convened for the purpose of recommending officers of said corps for permanent promotions therein. This selection board and also a subsequent one failed to place the name of Commander Harris among its recommendations for promotion. He was, however, recommended for a temporary promotion to the next higher grade and was promoted as recommended.

Apparently the purpose of bill S. 4011 is to place Commander Harris on the permanent list of commanders in a position next after an officer who has been duly recommended for promotion in accordance with law and who was formerly the senior of Commander Harris by three numbers on the list of lieutenant commanders, and to place him in a position to which he could not have been promoted under the former law (promotion by seniority). If this bill were to be enacted into law, the applica-



[No. 148.]

**RETIREMENT OF MEMBERS OF NAVAL RESERVE FORCE.**

**DEPARTMENT OF THE NAVY,**  
Washington, March 20, 1920.

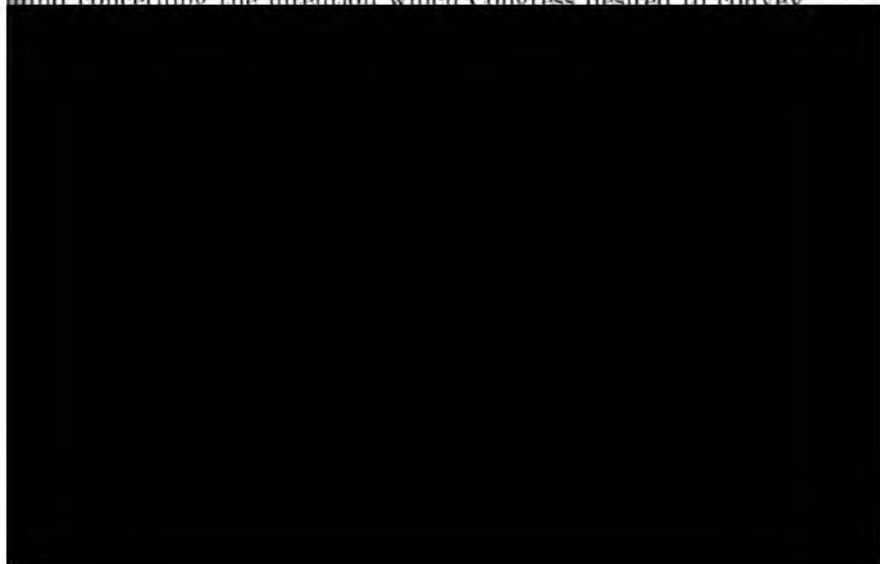
CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

Y DEAR MR. CHAIRMAN: There are several cases in the naval force of officers of the Naval Reserve Force who are suffering from physical disability incurred in line of duty which raise the very important question of whether or not they should be retired in a manner similar to that under which officers of the regular Navy are placed on retired list on account of physical disability incurred in line of

Under date of May 20, 1918, the Judge Advocate General of the Navy, in passing upon the question of whether or not officers of the Naval Reserve Force were eligible for retirement for physical disability incurred in line of duty under the provisions of the act of August 29, 1916, rendered the following opinion, which was subsequently published as the decision of the department:

The laws relating to retirement in the regular Navy are not applicable to officers of the Naval Reserve Force, especially in view of the provisions of the act of August 29, 1916, to the effect that "when not actively employed in the Navy, members of the Naval Reserve Force shall not be entitled to any pay, bounty, gratuity, or pension except by the provisions of this act." Retirement with pay for physical disability is expressly provided by the act; no retired list is authorized for officers of the Reserve Force, and there is no law authorizing the President to place them on the retired list of the Navy. Officers of the Reserve Force, are, however, entitled to compensation for disability resulting from injuries suffered or disease contracted in line of duty under the war-risk insurance act.

Subsequent to this decision the department recommended and Congress enacted the law of July 1, 1918, containing a negative provision the wording of which is such as to leave considerable doubt in mind concerning the intention which Congress desired to convey



accomplished only by an exercise of the appointing power. Thereupon such officer will continue to be a member of the Naval Reserve Force, although on the retired list thereof, and entitled to the same benefits as though he were an officer on the retired list of the regular Navy.

The Judge Advocate General was further of the opinion that if certain officers of the Naval Reserve Force were physically disabled in the line of duty while officers of the Naval Reserve Force in the active service of the United States, and that if, after the approval of the act of July 1, 1918, they were still on the active list of the Naval Reserve Force, they would be eligible for retirement for physical disability incurred in the line of duty within the meaning of the act of July 1, 1918. Acting under this decision some officers of the Naval Reserve Force were retired for physical disability incurred in line of duty, but upon further consideration I entertain grave doubts concerning whether or not Congress intended the foregoing negative provision to authorize the retirement of officers of the Naval Reserve Force for physical disability incurred in line of duty as contended by the Judge Advocate General of the Navy in the opinion above quoted. My doubts upon this point have been further augmented by the provisions for financial and other relief which Congress has provided through the war-risk insurance act approved October 6, 1917, and the amendments thereto approved June 25, 1918, and December 24, 1919; the vocational rehabilitation act, approved June 27, 1918; and the fact that Congress has not made any provision for the retirement of officers of the Army of a corresponding status.

Feeling uncertain as to the intent of Congress in this matter, I believe it advisable that the question be submitted to Congress for determination by means of a bill which will either affirm in no doubtful terms the provisions of the act of July 1, 1918, or provide that officers of the Naval Reserve Force shall not hereafter be placed on the retired list.

I have therefore to recommend that if your committee is favorable to the retirement of these officers the following provision be enacted:

That all officers of the Naval Reserve Force who have heretofore incurred or may hereafter incur physical disability in line of duty shall be eligible for retirement under the same conditions as now provided by law for officers of the regular Navy who have incurred physical disability in line of duty.

If, on the other hand, your committee is not favorable to the retirement of said officers, it is recommended that the following provision be enacted:

That no officer of the Naval Reserve Force shall be eligible for retirement on account of physical disability incurred in line of duty.

If the latter provision is enacted into law, the officers of the Naval Reserve Force will be placed in precisely the same position as that now occupied by temporary officers of the Army.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

**NAVAL TRAINING STATION, GREAT LAKES—LAND (NO. 2).****NAVY DEPARTMENT,**

Washington, March 22, 1920.

**MY DEAR MR. BUTLER:** I have the honor to inclose herewith a draft of a proposed bill authorizing the Secretary of the Navy to dispose of lands acquired by the United States for naval purposes subsequent to April 6, 1917, which lands are no longer needed for naval purposes. This proposed bill further authorizes the Secretary of the Navy to return to former owners such of these lands that were taken for war uses where compensation has not as yet been made to the former owners. It also authorizes the Secretary of the Navy in these particular cases to compensate the former owners desiring to receive back their lands for such use and occupancy as was made thereof by the United States during the war.

By far the greater portion of the lands taken by the United States for war purposes were taken in accordance with the authority contained in the naval appropriation act approved July 1, 1918 (Public, No. 182, 65th Cong.). Certain tracts were, however, taken by the United States in accordance with the provisions of the act approved April 26, 1918 (Public, No. 140, 65th Cong.), and in accordance with the act approved October 6, 1917 (Public, No. 64, 65th Cong.).

There are several cases where, in my opinion, portions of certain tracts taken over are no longer needed for naval purposes and may accordingly, without detriment to the public interests, be disposed of either by returning to former owners—where such former owners are willing to accept the land and have not been compensated therefor—or by sale where such former owners do not desire the return of the property. This is particularly true in the case of the comparatively large tract of land taken over as an addition to the naval training station, Great Lakes, Ill., and to the comparatively large tract of land taken over near Yorktown, Va., as the site for the Navy mine depot.

The original area taken over at the Great Lakes Training Station comprised approximately 909 acres; of this area it is believed that only approximately 377 acres will continue to be needed for naval purposes. The area no longer needed for naval purposes comprises 22 large parcels, and in addition thereto 13 small parcels within a subdivision of North Chicago, locally known as the North Chicago industrial subdivision. Of these 13 small parcels, 4 have already been returned to their former owners, these 4 being occupied by small industries, and the owners were willing and anxious to have their property excluded from the area described in the proclamation.

The area taken over for the Navy mine depot site near Yorktown, Va., comprised approximately 11,423 acres, of which approximately 11,255 acres were in private ownership. This property was made up of over 360 parcels. Of the total area embraced in private ownership, it is believed that approximately 4,080 acres may be disposed of without detriment to the naval service. This area that may be so disposed of comprises approximately 134 parcels, the greater number of which were occupied by the owners as homes.

It will also undoubtedly develop that there are at other places tracts of land that may be disposed of without detriment to the naval service.

As under the provisions of the several acts authorizing the taking over of property during the war, title to all such property became vested in the United States immediately upon the taking possession thereof for naval purposes, there is believed to be no question but that the former owners of all such properties are entitled to receive from the United States compensation therefor. If such compensation is not paid these former owners will undoubtedly be in a position to bring suit against the United States in the Court of Claims to recover such compensation. It is also believed that the only way whereby the United States may become divested of its title to these properties is by express authority of the Congress.

I believe that in fairness to all parties concerned that even where former owners are willing to take back their property under proper authority that they should receive reasonable compensation for the use and occupancy of the property by the United States, such compensation to take into consideration the character of the use actually made of the property by the United States. In a number of instances former owners have been allowed to reside on their properties until compensation has actually been made. This is particularly true at the Navy mine depot site near Yorktown, where the department has interfered as little as was consistent with the public interests with the continued occupation by former owners of their property. In cases of this character the compensation that the former owner is entitled to receive may, it is believed, be fixed at a comparatively nominal sum. There are, however, a number of instances where properties are not now needed for naval purposes where the former owners have been deprived of the use of the property involved. In these cases compensation that the former owner will be entitled to receive, if the property is returned to him, will, it is believed, be represented by the approximate rental value of the property during such time as the former owner was deprived of the use thereof.

The proposed bill further provides that the Secretary may convey improvements that have been placed on the land no longer needed for naval purposes. This provision was inserted with particular respect to the situation at the naval training station, Great Lakes, where a portion of the property has been improved with a sewer and water system, concrete roads and buildings, the salvage value of which improvements, it is believed, will represent a very small amount of money, while it is possible that these improvements are of such a character as to benefit the former owner of the property as they could be used to advantage in the development of the tract. If the provision as set out in the bill meets with the approval of the Congress, the department would then be in a position, in negotiating for the return of the property to the former owner, to take into consideration in the nature of an offset for compensation the increased value of the property due to the improvements placed thereon by the United States.

Attention is also invited to the provision found in the proposed bill making an appropriation of \$473,475 available to compensate claimants at Great Lakes. This appropriation is necessary, in the main, for the reason that the original appropriation in existence

at the time of the taking of the property, \$887,500, was subsequently reduced to \$487,500 by the provisions of the deficiency act of February 25, 1919 (Public, No. 275, 65th Cong.). In case any material number of former owners at the Great Lakes are willing to take their property back it will, of course, not be necessary to expend the entire amount authorized in the proposed bill.

The general legislation herein proposed is in lieu of previous special legislation heretofore recommended by the department and embodied in the department's letter of October 6, 1919, transmitting a proposed bill applicable to the naval training station, Great Lakes, which bill (H. R. 9849, 66th Cong., 1st sess.) was introduced by you in the House on October 10, 1919; and is also in lieu of the proposed legislation requested in the department's letter of January 22, 1920, addressed to the honorable the Speaker of the House of Representatives, in regard to which legislation no action, in so far as I am advised, has been taken.

Sincerely, yours,

JOSEPHUS DANIELS, *Secretary.*

HON. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

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A BILL: Authorizing the disposition of certain lands title to which was acquired by the United States for naval purposes during the war, which lands are no longer needed for naval purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.* That the Secretary of the Navy be, and he is hereby, authorized in his discretion to dispose of at public or private sale, at a price to be approved by him, all lands title to which has been acquired by the United States subsequent to April 6, 1917, together with improvements placed thereon by the United States, that are deemed by him to be no longer needed for Naval purposes: *Provided*, That in cases where compensation has not as yet been made by the United States in accordance with the provisions of law, then and in that event the Secretary of the Navy is hereby authorized to return such lands to former owners and is further authorized to ascertain, determine, adjust, and pay the just compensation that such former owners are entitled to receive for the use and occupancy of such lands by the United States, such compensation to be paid from the appropriation authorizing the acquisition of the land: *Provided further*, That the Secretary of the Navy in determining the compensation for the use and occupancy of such lands is authorized in his discretion to sell and convey under such terms and conditions as he may deem appropriate to the parties entitled to receive the land such improvements or any part thereof as may have been placed in or on said lands by the United States: *Provided further*, That the Secretary of the Navy be, and he is hereby, authorized to execute all necessary instruments to accomplish the purposes aforesaid, and all moneys received from the disposition of such lands shall be credited to the respective appropriations authorizing the acquisition thereof and be available for the development of that portion of the particular tract that is retained in the ownership of the United States: *And provided further*, That there is hereby appropriated out of any money in the Treasury not otherwise appropriated the sum of \$473,475, or so much thereof as may be needed, to compensate claimants for land title to which was taken over under the proclamation of the President dated November 4, 1918, as an addition to the naval training station, Great Lakes, Ill., or for the use and occupation thereof by the United States. Report shall be made to the Congress of the final disposition of the lands aforesaid.



**AUTHORIZING THE SECRETARY OF THE NAVY TO DISPOSE OF  
LANDS ACQUIRED BY THE UNITED STATES FOR NAVAL PUR-  
POSES SUBSEQUENT TO APRIL 6, 1917.**

**March 22, 1920.**

MY DEAR MR. BUTLER: I have the honor to inclose herewith a draft of a proposed bill authorizing the Secretary of the Navy to dispose of lands acquired by the United States for naval purposes subsequent to April 6, 1917, which lands are no longer needed for naval purposes. This proposed bill further authorizes the Secretary of the Navy to return to former owners such of these lands that were taken for war uses where compensation has not as yet been made to the former owners. It also authorizes the Secretary of the Navy in these particular cases to compensate the former owners desiring to receive back their lands for such use and occupancy as was made thereof by the United States during the war.

By far the greater portion of the lands taken by the United States for war purposes were taken in accordance with the authority contained in the naval appropriation act approved July 1, 1918 (public 182, 65th Cong.), and in accordance with the act approved October 6, 1917 (public 64, 65th Cong.).

There are several cases where, in my opinion, portions of certain tracts taken over are no longer needed for naval purposes and may accordingly, without detriment to the public interests, be disposed of either by returning to former owners—where such former owners are willing to accept the land and have not been compensated therefor—or by sale where such former owners do not desire the return of the property. This is particularly true in the case of the comparatively large tract of land taken over as an addition to the naval training station, Great Lakes, Ill., and to the comparatively large tract of land taken over near Yorktown, Va., as the site for the Navy mine depot.

The original area taken over at the Great Lakes training station comprised approximately 909 acres; of this area it is believed that only approximately 377 acres will continue to be needed for naval purposes. The area no longer needed for naval purposes comprises 22 large parcels, and in addition thereto 13 small parcels within a subdivision of North Chicago, locally known as the "North Chicago industrial subdivision." Of these 13 small parcels, 4 have already been returned to their former owners, these 4 being occupied by small industries and the owners were willing and anxious to have their property excluded from the area described in the proclamation.

The area taken over for the Navy mine depot site near Yorktown, Va., comprised approximately 11,423 acres, of which approximately 11,255 acres were in private ownership. This property was made up of over 360 parcels. Of the total area embraced in private ownership, it is believed that approximately 4,080 acres may be disposed of without detriment to the naval service. This area that may be

so disposed of comprises approximately 134 parcels, the greater number of which were occupied by the owners as homes.

It will also undoubtedly develop that there are at other places tracts of land that may be disposed of without detriment to the naval service.

As under the provisions of the several acts authorizing the taking over of property during the war, title to all such property became vested in the United States immediately upon the taking possession thereof for naval purposes, there is believed to be no question but that the former owners of all such properties are entitled to receive from the United States compensation therefor. If such compensation is not paid these former owners will undoubtedly be in a position to bring suit against the United States in the Court of Claims to recover such compensation. It is also believed that the only way whereby the United States may become divested of its title to these properties is by express authority of the Congress.

I believe that in fairness to all parties concerned that even where former owners are willing to take back their property under proper authority that they should receive reasonable compensation for the use and occupancy of the property by the United States, such compensation to take into consideration the character of the use actually made of the property by the United States. In a number of instances former owners have been allowed to reside on their properties until compensation has actually been made. This is particularly true at the Navy mine depot site near Yorktown, where the department has interfered as little as was consistent with the public interests with the continued occupation by former owners of their property. In cases of this character the compensation that the former owner is entitled to receive may, it is believed, be fixed at a comparatively nominal sum. There are, however, a number of instances where properties are not now needed for naval purposes where the former owners have been deprived of the use of the property involved. In these cases compensation that the former owner will be entitled to receive, if the property is returned to him, will, it is believed, be represented by the approximate rental value of the property during such time as the former owner was deprived of the use thereof.

The proposed bill further provides that the Secretary may convey improvements that have been placed on the land no longer needed for naval purposes. This provision was inserted with particular respect to the situation at the naval training station, Great Lakes, where a portion of the property has been improved with a sewer and water system, concrete roads, and buildings, the salvage value of which improvements, it is believed, will represent a very small amount of money, while it is possible that these improvements are of such a character as to benefit the former owner of the property, as they could be used to advantage in the development of the tract. If the provision as set out in the bill meets with the approval of the Congress, the department would then be in a position, in negotiating for the return of the property to the former owner, to take into consideration in the nature of an offset for compensation the increased value of the property due to the improvements placed thereon by the United States.

ion is also invited to the provision found in the proposed  
 ing an appropriation of \$473,475 available to compensate  
 at Great Lakes. This appropriation is necessary, in 'the  
 the reason that the original appropriation in existence at  
 of the taking of the property, \$887,500, was subsequently  
 to \$487,500 by the provisions of the deficiency act of Febru-  
 1919 (Public No. 275, 65th Cong.). In case any material num-  
 ber owners at the Great Lakes are willing to take their  
 back it will, of course, not be necessary to expend the entire  
 authorized in the proposed bill.

meral legislation herein proposed is in lieu of previous spe-  
 ciation heretofore recommended by the department and em-  
 in the department's letter of October 6, 1919, transmitting a  
 bill applicable to the naval training station, Great Lakes,  
 II, H. R. 9849, Sixty-sixth Congress, first session, was intro-  
 you in the House on October 10, 1919; and is also in lieu of  
 posed legislation requested in the department's letter of Janu-  
 1920, addressed to the honorable the Speaker of the House of  
 itatives, in regard to which legislation no action, in so far as  
 rised, has been taken.

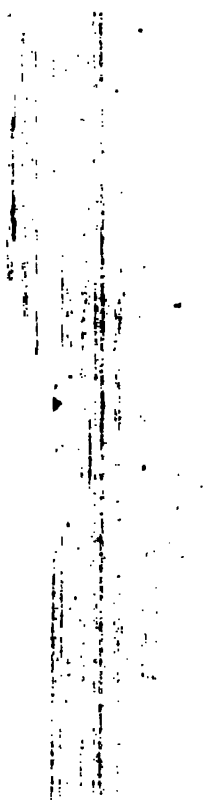
Sincerely, yours,

JOSEPHUS DANIELS, *Secretary.*

lon. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,*  
*House of Representatives, Washington, D. C.*

uthorizing the disposition of certain lands, title to which was acquired by the  
 ates for naval purposes during the war, which lands are no longer needed for  
 poses.

acted by the Senate and House of Representatives of the United States  
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 poses: *Provided*, That in cases where compensation has not as yet been  
 the United States in accordance with the provisions of law, then and  
 ent the Secretary of the Navy is hereby authorized to return such  
 former owners and is further authorized to ascertain, determine, ad-



[No. 151.]

**PERSONNEL LEGISLATION.**

**NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,**

Washington, D. C., April 2, 1920.

MY DEAR MR. CHAIRMAN: It is recommended that that paragraph of the act of August 29, 1916, which reads as follows:

one-half pay directors with the rank of rear admiral to four pay directors, with the rank of captain, to eight pay inspectors with the rank of commander, to eighty-seven one-half in the grades below pay inspector—

be amended to read as follows:

one-half pay directors with the rank of rear admiral to six pay directors with the rank of captain, to twelve pay inspectors with the rank of commander, to eighty-one one-half in the grades below pay inspector.

The distribution in the higher grades of the Supply Corps is, at present, as indicated in the paragraph quoted above from the act of August 29, 1916. The total percentage in the ranks of commander and above in the Supply Corps is the same as obtains in the line. It would appear that an increase over this amount in the grades of commander and captain is very desirable.

The duties of supply officers of higher rank lie chiefly on shore with the fleet, in general, as the heads of three large departments at navy yards. In the administration of navy yards the question of relative rank for proper administration between the various departments is a matter of considerable importance. It is desirable that officers of the Supply Corps, doing duty as heads of departments, have the same relative rank as do the heads of other departments.

In this connection your attention is invited to the fact that the corps of Constructors at present has the following percentages in the ranks of captains and commanders: Captains,  $8\frac{1}{2}$  per cent; commanders, 14 per cent.

The Corps of Civil Engineers has the following percentages in the ranks of captain and commander: Captains,  $5\frac{1}{2}$  per cent; commanders, 14 per cent.

For your consideration of the above amendment to the act of August

2. At the time this legislation was under discussion it was thought that, with the same percentages in the upper grades of the Supply Corps as in the line, the needs of the service would be fully met, but such has since been found by experience not to be the case.

3. Up to and including the rank of lieutenant commander the duties of the Supply Corps are properly comparable to those of the line, so that the running-mate promotion up to and including this rank operates to provide the proper numbers in the various grades and at the same time to insure equality of promotion.

4. Above the grade of lieutenant commander, however, the duties of the Supply Corps are more nearly akin to those performed by the Construction and Civil Engineer Corps, and the percentages in the two upper grades as fixed by the act of August 29, 1916, are not high enough to provide the necessary number of officers in these grades, to the end that in all instances an officer's rank may be commensurate with the duties he has to perform and the responsibilities he has to assume.

5. A careful analysis of the situation has been made, and it has been found that existing conditions actually require 40 officers of the Supply Corps with the rank of captain and 79 with the rank of commander. To accomplish this it will be necessary to increase the present percentages from 4 and 8 to 6 and 12.

6. For convenience the various yard and station have been divided into groups, according to the relative importance of the supply activities at these yards, and the following tables show where and for what duties the 40 captains and 79 commanders in the Supply Corps, referred to herein, are needed.

## WHERE THEY ARE NEEDED.

	Captains.	Com- manders.
<b>Group I, Navy Department:</b>		
S. and A. ....	6	5
Compensation Board.....	1	1
Allotment office.....	1	1
Total.....	8	9
<b>Group II, navy yards:</b>		
New York.....	3	3
Philadelphia.....	3	3
Norfolk.....	3	3
Total.....	9	9
<b>Group III, navy yards:</b>		
Portsmouth.....	2	2
Boston.....	2	2
Washington.....	2	2
Charleston.....	2	2
Mare Island.....	2	2
Puget Sound.....	2	2
Total.....	12	12
<b>Group IV, special plants:</b>		
Indianhead.....		1
Charleston, W. Va.....		1
Aircraft, Philadelphia.....		1
Total.....		3
<b>Group V, bases:</b>		
Fleet supply base.....	2	3
Supply station operating base.....	1	3
Total.....	3	6
<b>Group VI, special:</b>		
Naval Academy.....	1	1
Torpedo station, Newport.....		1
Total.....	1	2
<b>Group VII, naval stations:</b>		
Pensacola.....		2
New Orleans.....		2
Key West.....		2
Total.....		6

<sup>1</sup>Field.

## WHERE THEY ARE NEEDED—Continued.

	Captains.	Com- manders.
<b>Group VIII, training stations:</b>		
Great Lakes.....		2
Newport.....		2
San Francisco.....		2
Hampton Roads.....		2
Total.....		8
<b>Group IX, submarine bases:</b>		
New London.....		1
Key West.....		1
San Pedro.....		1
Total.....		3
<b>Group X, afloat:</b>		
On staff of flag officers.....	3	4
<b>Group XI, foreign stations:</b>		
Hawaii, Guantanamo, Panama, Virgin Islands, Guam, Asiatic station, etc..	1	11
<b>Group XII, foreign countries:</b>		
England, France, Mediterranean.....	1	3
<b>Group XIII, unemployed:</b>		
Sick, transfer of station, waiting orders, leave, etc.....	2	4
<b>Grand total.....</b>	<b>40</b>	<b>79</b>

## SPECIFIC DUTIES FOR WHICH NEEDED.

<b>Group I:</b>		
S. and A.—		
Assistant to bureau.....	1	
General inspectors.....	2	
Purchase division.....	1	
Accounting division.....	1	
Disbursing division.....	1	
Fleet division.....		1
Logistics and fuel division.....		1
Assistant purchase division.....		1
Supply section, purchase division.....		1
Assistant accounting division.....		1
Total.....	6	5
<b>Compensation board—</b>		
Member of board.....	1	
R. C. I., Fore River Shipbuilding Co.....		1
R. C. I., New York Shipbuilding Co. and Cramps.....		1
R. C. I., Union Iron Works.....		1
Total.....	1	3
<b>Allotment office—</b>		
Officer in charge.....	1	
Assistant in charge.....		1
<b>Group II, navy yards: New York, Philadelphia, Norfolk:</b>		
Supply officer.....	13	
Disbursing officer.....	13	
Accounting officer.....	13	
Executive assistant.....		13
Assistant for purchases.....		13
Total.....	9	6
<b>Group III, Navy yards: Portsmouth, Boston, Washington, Charleston, Mare Island, Puget Sound:</b>		
Supply officer.....	16	
Disbursing officer.....	16	
Accounting officer.....		16
Executive assistant, S. O.....		16
Total.....	12	12
<b>Group IV, Indianhead; Charleston, W. Va.; Aircraft, Philadelphia:</b>		
Supply officer.....		13

1 each.

## SPECIFIC DUTIES FOR WHICH NEEDED—Continued.

	Captains.	Com- manders.
Group V:		
Fleet supply base—		
In charge supply department.....	1	
In charge P. & C.....	1	
Assistant to officer in charge.....		1
Executive assistant S. O.....		1
Executive assistant P. & C.....		1
Purchasing officer for base.....		1
Disbursing officer for base.....		1
Total.....	2	5
Supply station, operating base:		
Officer in charge.....	1	
Executive assistant.....		1
Purchasing officer.....		1
Disbursing officer.....		1
Total.....	1	3
Group VI:		
Naval Academy—		
Supply officer.....	1	
Midshipmen's commissary.....		1
Newport torpedo station—		
Supply officer.....		1
Group VII, Pensacola, New Orleans, and Key West naval stations:		
Supply officer.....		13
Disbursing officer.....		13
Total.....		6
Group VIII, training stations Great Lakes, Newport, San Francisco, and Hamp- ton Roads:		
Supply officer.....		14
Disbursing officer.....		14
Total.....		8
Group IX, sub-bases, New London, Key West, and San Pedro:		
Supply officer.....		72
Group X:		
Staff C-in-C, Atlantic, Pacific, and Asiatic Fleets.....	13	
Staff train, Atlantic and Pacific Fleets.....		12
Staff destroyer force, Atlantic and Pacific.....		12
Total.....	3	4
Group XI, Honolulu:		
Supply officer.....	1	
Executive assistant.....		1
Disbursing officer.....		1
Panama: Supply officer.....		1
Guantanamo: Supply officer.....		1
Guam: Supply officer.....		1
Group XI:		
Virgin Islands—		
Financial adviser to governor.....		1
Shanghai: Supply and D. O.....		1
Olongapo and Cavite—		
Supply officer.....		12
Disbursing officer.....		12
Total.....	1	11
Group XII, England, France, and the Mediterranean.....	1	2
(This number is estimated and subject to variations from time to time.)		
Group XIII, unemployed.....	2	4
Grand total.....	40	79

It will be noted that the foregoing does not provide for the assignment of officers to the rank of commander to duty as supply officer of a single ship or to duty on staff of any division or squadron commander. If officers of this rank are to be so assigned, a further increase in the percentages would be necessary.

Officers with the rank of rear admiral are not included in the foregoing distribution, as the number of such officers is small and they will in general be assigned to duties of a special nature.

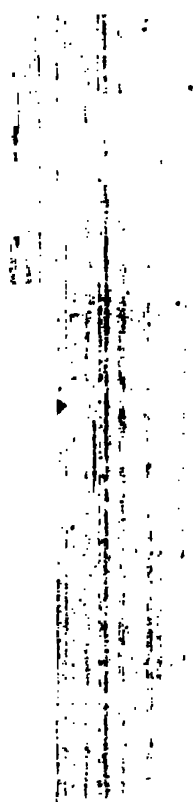
In addition to the actual need for more officers in the higher grades of the Supply Corps, it is desired to invite particular attention to the fact that owing to the present percentages the officers of this corps have been seriously handicapped in promotion and have suffered loss in seniority as compared with the line and all other corps; that is to say, officers of the Supply Corps have been passed over in seniority by numbers of officers in the line and other staff corps who were formerly many of their juniors, and this for the sole reason that there were too few numbers in the higher grades of the Supply Corps as compared to the line and other staff corps. Such a condition is demoralizing in the extreme and unless it is remedied will undoubtedly lead to the separation from the service of a number of experienced officers just as they can make satisfactory arrangements in civil life. More than 20 per cent of the permanent corps have already resigned.

In connection with recommendation for the increase in percentages, attention is invited to the fact that although the Medical Corps also has the same percentages as the line the total number of officers in the corps is based not upon the number of officers of the line but upon the total number of officers and enlisted men in the Navy and Marine Corps, with the result that the number of officers in the two higher grades of the Medical Corps is nearly twice as many as the total number in these two grades of the Supply Corps, whereas it is not believed that the number of places that should be filled by officers of high rank in the Medical Corps exceed those in the Supply Corps.

The percentages of officers in the higher grades in the other two staff corps—Construction and the Civil Engineer Corps—are already greater than what is asked for the Supply Corps. In this connection attention is invited to the fact that there is only one department at each yard in charge of officers of these corps, whereas there are three separate and distinct departments operated under the direction of officers of the Supply Corps.

For the reasons stated, it is urgently recommended that Congress be requested to enact suitable legislation to the end that the percentages of officers with the ranks of lieutenant and commander in the Supply Corps be increased from 4 and 8 to 6 and 12.

SAMUEL MCGOWAN.



[No. 152.]

**SALARIES FOR CIVILIAN EMPLOYEES OF THE NAVY  
DEPARTMENT.**

**NAVY DEPARTMENT,**

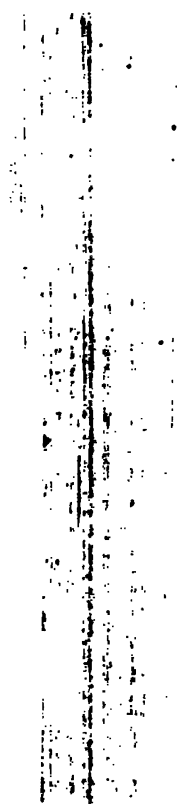
Washington, April 8, 1920.

DEAR MR. CHAIRMAN: In my letter to you of March 22, 1920, the subject of salaries for civilian employees of the Navy Department I stated that I would at an early date submit definite recommendation for legislation fixing fair rates of pay for civilians occupying important supervisory positions.

There has not been sufficient time to prepare a complete schedule of salaries for all of such supervisory employees but, in view of the prospect of the early enactment into law of some naval legislation, I most respectfully recommend that there be included a provision fixing the salary of the chief clerk of the Navy Department and the chief clerks of the various bureaus at rates more nearly commensurate with the responsibilities involved. These employees are inadequately paid considering the importance and onerous nature of their duties and the faithful and efficient manner in which their services have been rendered.

This recommendation involves increases in the compensation of nine employees and will necessitate the expenditure of only \$100 per annum in addition to the salaries now authorized, and in view of the importance to the individuals concerned it is hoped that the following recommendation will be included in the first legislation recommended by your committee:

That the salary of the chief clerk of the Navy Department shall be at the rate of \$1000 per annum, and the salaries of the chief clerks of the various bureaus of the



[No. 153.]

**RESERVE, NAVAL AUXILIARY.**

**DEPARTMENT OF THE NAVY,**  
Washington, April 10, 1920.

**CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

My DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 12996) "authorizing the enrollment of officers and men of the merchant marine in the Naval Auxiliary Reserve," and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department is in favor of the enactment of legislation which will bring about enrollment of such members of the United States merchant marine in the Naval Auxiliary Reserve of the Naval Reserve Force may have the necessary mental, moral, and physical qualifications required of individuals entering the naval service.

The department, however, is not in favor of the enactment of bill H. R. 12996, for the following and other reasons:

Section 1 of this bill provides for the enrollment of all officers and men of the merchant marine in the seaman and engineering departments of the seagoing vessels flying the United States ensign and who are citizens of the United States in the Naval Auxiliary Reserve without examination of any kind. Such a provision would permit enrollment of men who are not physically, mentally, and morally qualified for service in the United States Navy.

The waiver of the professional examination might be considered enrollments in this class in view of the fact that most of these men have seen many years of service in the merchant marine, but past experience has shown that even the waiving of the professional examination is inadvisable except when the exigencies of the service

marine will not enroll in a service that would require them to serve two months in each year of their enrollment for less pay than they would otherwise receive if they did not enroll therein, yet it does not believe that it will be necessary to give them more pay than the amount which they receive per month in the merchant marine.

Sections 6 and 7, with the exception that the eligibility for confirmation is reduced from three months to two months service in the regular Navy, are similar to provisions of existing law.

In my letter of March 3, 1920, to Hon. T. S. Butler, House of Representatives, Washington, D. C., I estimated that the cost of carrying out the provisions of this bill would approximate \$54,900,000. This amount is based upon the following estimates:

That the average ship company will be 8 officers and 50 men; that the average pay for the men will be, for retainer pay, \$150; for pay at the rate they would be receiving if serving on merchant vessels while doing two months' training with the Navy, at \$125 per month, \$250; for the pay of their rating while serving with the Navy, with their allowances, \$62.50 per month. A total for two months of \$125, and a grand total per man of \$525 per annum. The pay per officer will be approximately \$150 per annum. A total for a ship's company of 8 officers and 50 men, with an estimated merchant marine of 100,000 men with corresponding number of officers. This would cost a grand total of \$54,900,000 per annum.

The provisions of said bill are similar to existing law governing the Naval Reserve Force with the exceptions of the features to which objections have been raised. Although the number of enrollments desired in this class have not been obtained under existing law, the department is of the opinion that the increased compensation provided for in the bill (H. R. 12996), together with its other features, will not accomplish the result desired.

In view of the foregoing the department recommends that the bill (H. R. 12996) be not enacted.

Sincerely, yours,

R. E. COONTZ,  
*Acting Secretary of the Navy.*

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[No. 154.]

TO AMEND ARTICLE 38 OF THE ARTICLES FOR THE  
GOVERNMENT OF THE NAVY.

DEPARTMENT OF THE NAVY,  
Washington, April 28, 1920.

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

DEAR MR. CHAIRMAN: There is inclosed herewith copy of letter  
draft of bill this day sent to the Speaker of the House of Repre-  
satives.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,  
*Acting Secretary of the Navy.*

DEPARTMENT OF THE NAVY,  
Washington, April 28, 1920.

DEAR MR. SPEAKER: There is inclosed herewith a proposed draft of a bill to  
amend article 38 of the Articles for the Government of the Navy, which is respectfully  
submitted for your consideration.

Article 38 of the Articles for the Government of Navy which deals with the authority  
to convene general courts-martial in the Navy, is as follows:

"General courts-martial may be convened by the President, the Secretary of the  
Navy, or the commander in chief of a fleet or squadron; but no commander of a fleet  
or squadron in the waters of the United States shall convene such court without express  
authority from the President."

The foregoing was amended by section 10 of the act approved February 16, 1909,  
and as follows:

"That general courts-martial may be convened by the President, by the Secretary  
of the Navy, by the commander in chief of a fleet or squadron, and by the commanding  
officer of any naval station beyond the continental limits of the United States."

The foregoing was amended by the act approved August 29, 1916, to read as follows:  
"When empowered by the Secretary of the Navy, general courts-martial may be  
convened by the commanding officer of a squadron, of a division, of a flotilla, or of a  
naval force afloat, and of a brigade or larger force of the naval service on shore  
beyond the continental limits of the United States: *Provided*, That in time of war,  
and so empowered by the Secretary of the Navy, general courts-martial may be  
convened by the commandant of any navy yard or naval station, and by the com-

A BILL To amend Article 38, of the Articles for the Government of the Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That article 38, of the Articles for the Government of the Navy, as amended by section 10, of the act approved February 16, 1909, entitled "An act to promote the administration of justice in the Navy," and further amended by the act approved August 29, 1916, entitled "An act making appropriations for the Navy for service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes," be amended by adding thereto the following:

If any officer empowered to convene general courts-martial and having the command of any fleet, squadron, division, flotilla, or larger naval force afloat shall detach himself from any part of such command, he may empower in the first mentioned case the commander of such detachment and in the secondly mentioned case the senior officer of that part of the command from which he is absent, to convene general courts-martial during the time of such detached service or during his absence from said command, respectively, and every such authority shall continue in force until revoked by the officer holding it comes into the presence of a superior officer empowered to convene general courts-martial in the same fleet, squadron, division, flotilla, or larger naval force afloat, but so that such authority shall revive on the officer holding it comes again into the presence of such a superior officer.

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[No. 155.]

**AUTHORIZE OFFICERS OF THE NAVAL SERVICE TO ACCEPT OFFICES WITH COMPENSATION AND EMOLUMENTS FROM GOVERNMENTS OF THE REPUBLICS OF SOUTH AMERICA.**

**DEPARTMENT OF THE NAVY,**  
Washington, 28 April, 1920.

DEAR MR. SPEAKER: There is inclosed herewith a proposed bill to authorize officers of the naval service to accept offices with compensation and emolument from foreign governments, which respectfully submitted for your consideration.

A proposed draft of bill would authorize the President to detail officers of the naval service to assist the Governments of the South American Republics in naval affairs, and would authorize them to accept offices and compensation from such Republics in addition to pay and allowances from the United States.

Legislation of a similar nature was enacted in the acts approved March 12, 1916 (39 Stat., 224), and February 11, 1918 (40 Stat., 437), in respect to officers and men detailed to assist the Republic of Cuba and the Dominican Republic, respectively. In a resolution passed October 13, 1914 (38 Stat., 780), Congress further authorized the granting of leave of absence to not more than two officers of the Navy to assist the Republic of Brazil as instructors in naval strategy and tactics in the Naval War College of Brazil and the acceptance by them of said employment with compensation from said Government of Brazil, provided that the officers while so absent in service of Brazil should receive no pay or allowances from the United States. On February 19, 1920, the Navy Department reported legislation (since introduced as H. R. 12684) to authorize the President to detail, with their consent, four officers of the naval service to assist the Republic of Peru, and for the officers to accept offices under said Republic with compensation therefor, provided that the officers receive neither pay nor allowances from the United States while so detailed, but that they should be entitled to credit

missions might be unpleasant and is bound to be expensive, the officers detailed to such duty should be allowed to receive an allowance from the Government which has requested their services in order to meet the extra expense to which they will be subjected. This would allow far greater freedom of choice in the officers selected for that duty and would serve to obviate or to ameliorate the objection that an officer's service reputation, as viewed by the board of selection, may be injured through volunteering for such duty.

As it is believed probable that other South American Republics may request the detail of naval officers to assist in the reorganization of their navies, and as it is believed such missions are, generally, required by the public interests, it appears desirable to broaden the legislation heretofore requested, and it is accordingly recommended that the proposed bill, forwarded herewith, be enacted into law.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,  
*Acting Secretary of the Navy.*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL. To authorize officers of the naval service to accept offices with compensation and emoluments from Governments of the Republics of South America.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President of the United States be, and he is hereby, authorized, upon application from the foreign governments concerned, and whenever in his discretion the public interests require, to detail officers of the United States naval service to assist the Governments of the Republics of South America in naval matters: *Provided*, That the officers so detailed be, and they are hereby, authorized to accept offices from the government to which detailed with compensation and emoluments therefor: *Provided further*, That while so detailed such officers shall receive, in addition to the compensation and emoluments allowed them by such governments, the pay and allowances of their rank in the United States naval service and they shall be entitled to the same credit, while so detailed, for longevity, retirement, and for all other purposes that they would receive if they were serving with the United States naval service.

[No. 156.]

**GRAHAM, DOUGLAS WALDRON.**

**DEPARTMENT OF THE NAVY,**  
Washington, April 28, 1920.

**The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,**  
*House of Representatives.*

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing H. R. 8709, for the reinstatement of Douglas Waldron Graham in the United States Naval Academy at Annapolis, and requesting the views and recommendations of the department thereon, I have the honor to state that the records show that Douglas Waldron Graham, born August 21, 1896, was appointed a midshipman August 21, 1916, and that his resignation was accepted June 11, 1918, on account of physical disqualification as shown in the following report and recommendation of the Bureau of Medicine and Surgery:

The records show that Douglas Waldron Graham was admitted to the United States Naval Academy with defective hearing, and since entrance he has been under treatment by specialists, both naval and civilian, and there has been no marked nor permanent improvement and is not qualified for continuance at the Naval Academy.

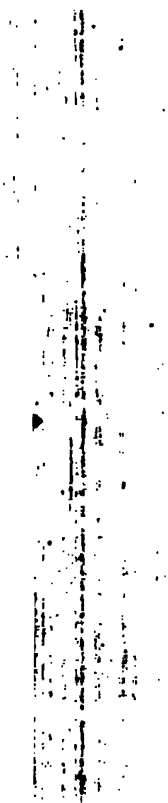
In view of the above the bureau recommends that the findings of the permanent medical board of examiners be approved, and that Midshipman Graham be found not physically qualified for continuance at the United States Naval Academy.

Mr. Graham is now 23 years of age, which places him three years beyond the maximum age for entering the Naval Academy. It has always been the fixed policy of the department not to recommend special legislation in the case of any midshipman who has been unable to enter the Naval Academy in the regular manner prescribed for the appointment of candidates.

In view of the foregoing, it is recommended that the bill (H. R. 8709) be not enacted.

Sincerely yours,

FRANKLIN D. ROOSEVELT,  
*Acting Secretary of the Navy.*



[No. 157.]

**RELIEF OF CERTAIN RETIRED COMMISSIONED  
OFFICERS OF THE UNITED STATES NAVY  
AND MARINE CORPS.**

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**NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., April 29, 1920.**

MR. BUTLER: I acknowledge receipt of your letter of closing a letter from Hon. Clarence MacGregor relative to 1571, which has for its purpose the rendering permanent ordinary advancement of officers on the retired list.

Governing the promotion of retired Army officers and the governing the promotion of retired naval officers are, in some different. The Army law allowed promotions according to service unrestricted, up to and including the grade of colonel. The law allowed promotion, both permanent and temporary, on the length of active service referred to a running mate-riety—that is, a retired officer who has served 10 years, for 1 active duty both before and since his retirement was 1 active duty, the same permanent promotion as was 1 a Naval Academy member of the class of 1910 and was 1 temporarily the same temporary rank as was attained by Academy graduate.

1st rank to be attained by this promotion, however, was 1 commander, instead of colonel, as in the Army.

3 to the service which retired officers have rendered their 1n of the opinion that the above was a very fair provision, 1t recommend any change in present law. The effect of 1nt of Mr. MacGregor would be to confirm in the present 1rank, retired officers who have not performed in many 1as as much service as an officer on the active list holding





[No. 158.]

**NAVAL MILITIA.**

**NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., May 1, 1920.**

DEAR MR. BUTLER: I am inclosing herewith a memorandum setting forth some of the objectionable features of the proviso for the Naval Militia inserted in the naval appropriation bill, and appearing as amendment No. 37, page 16 of H. R. 13108, as passed by the House on the 28th instant.

I hope you will agree with me as to the advisability of preventing legislation which did not emanate from the Navy Department, any of its branches, and is extremely undesirable for the efficiency of the Naval Reserve, which your committee in August, 1916, entirely separated from the Naval Militia, thereby greatly increasing the efficiency and usefulness of the Naval Reserve Force.

Sincerely, yours,

THOS. WASHINGTON,  
*Rear Admiral, United States Navy, Chief of Bureau.*

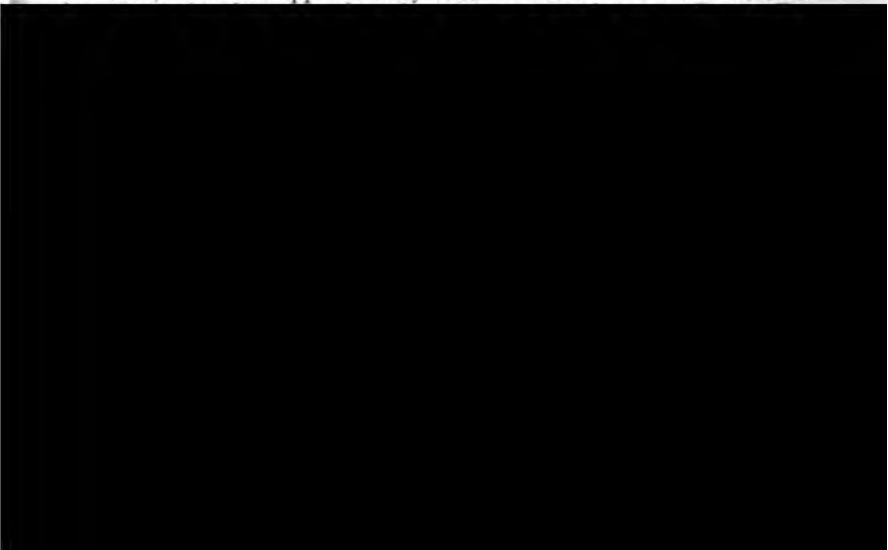
Hon. T. S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives, Washington, D. C.*

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**MEMORANDUM.**

**APRIL 30, 1920.**

The bureau does not believe that the dual status of a naval militiaman is fundamentally sound. It should not be a requirement for a man because he enrolls in the Naval Militia of a State to require him also to enroll in the Federal Reserve. The only State at the present time maintaining an organized Naval Militia is the State of New York, which has approximately 3,000 members. The Naval Reserve



The department has at no time offered any objection to the establishment and maintenance of a Naval Militia by States, but is averse to the Naval Reserve Force being bound by rules regulating the administration of the Naval Militia, and does not believe that it is to the best interests of efficiency.

As you are well aware, being familiar with the different phases of Naval Militia legislation, it went through various steps before it became Federalized, and shortly after war broke out the entire Naval Militia was taken into class 2 of the Naval Reserve Force. It worked well in time of war and there is no reason why we should go back to what it was before the war.



[No. 159.]

**REIMBURSEMENT OF OFFICERS, ENLISTED MEN, AND OTHERS IN THE NAVAL SERVICE OF THE UNITED STATES FOR PROPERTY LOST OR DESTROYED.**

**DEPARTMENT OF THE NAVY,  
Washington, May 28, 1919.**

**MY DEAR MR. BUTLER:** There is inclosed herewith a copy of letter, with draft of bill, this day sent to the Speaker of the House of Representatives.

Sincerely, yours.

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**HON. THOMAS S. BUTLER, M. C.,**  
*House of Representatives, Washington, D. C.*

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**DEPARTMENT OF THE NAVY,  
Washington, May 28, 1919.**

**MY DEAR MR. SPEAKER:** There is inclosed herewith a proposed draft of a bill providing for the relief of certain officers and enlisted men in the naval service of the United States who lost their personal effects, uniforms, and equipment in a fire which partly destroyed a steamer and the wharf of the Norfolk & Washington Steamboat Co. in Washington, D. C., September 1, 1918.

This proposed draft of a bill refers specifically to Commander G. J. Rowcliff, United States Navy, and Commander M. F. Draemel, United States Navy, who were traveling in obedience to official orders issued to them by proper authority. These officers lost practically all of their personal effects through no fault of theirs and the loss in each case was of such a serious nature that they were materially affected thereby.

There can not be any doubt about the justness of their claims for relief, but there is at present no law which authorizes compensation in such cases. It is therefore recommended that the attached bill be either incorporated in the naval appropriation bill now before the House of Representatives for consideration, or be enacted as separate legislation at as early a date as practicable.

Sincerely, yours,

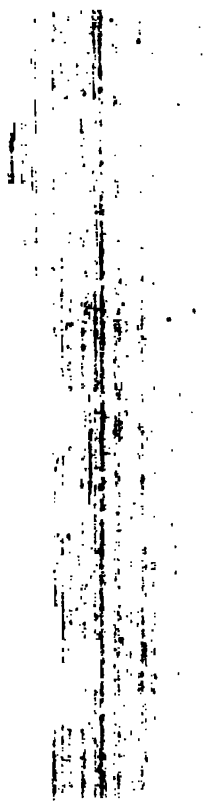
**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**The SPEAKER OF THE HOUSE OF REPRESENTATIVES.**

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**A BILL** To provide for the extension of "An act to provide for the reimbursement of officers, enlisted men, and others in the naval service of the United States for property lost or destroyed in such service."

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the act of October sixth, nineteen hundred and seventeen, entitled "An act to provide for the reimbursement of officers, enlisted men, and others in the naval service of the United States for property lost or destroyed in such service," be extended to authorize the relief of such officers and enlisted men in the naval service of the United States as suffered loss of reasonable and necessary articles of clothing, personal property, uniforms, and equipment in the fire which partly destroyed a steamer and wharf of the Norfolk and Washington Steamboat Company in Washington, D. C., September first, nineteen hundred and eighteen.



[No. 160.]

A Hearing on the Bill H. R. 7535,  
FOR THE RELIEF OF ELLEN M. WILLEY.

Before the—

SUBCOMMITTEE ON PRIVATE BILLS OF THE  
COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
*Monday, February 16, 1920.*

The Subcommittee on Private Bills being in session, Hon. John A. Peters, chairman, presiding.

Statement of HON. A. J. MONTAGUE, a Representative in Congress from the State of Virginia.

Mr. MONTAGUE. Mr. Chairman, this is a bill (H. R. 7535) for the relief of Ellen M. Willey.

Mr. PETERS. Governor, have you seen the report of the Secretary?

Mr. MONTAGUE. No, sir; I have not.

Mr. PETERS. I will read it.

DEPARTMENT OF THE NAVY,  
*Washington, October 10, 1919.*

DEAR MR. CHAIRMAN: In reply to the committee's letter of October 7, 1919, regarding a bill (H. R. 7535) for the relief of Ellen M. Willey and requesting the views and recommendations of the department thereon, I have to inform you as follows: The department, in its reply to the letter of the Committee on Naval Affairs, United States Senate, inclosing Senate bill 1446, for the relief of Ellen M. Willey, on July 25, 1919, stated as follows:

A number of bills have been introduced in the Senate and the House of Representatives at different times since 1908, first for the relief of Owen S. Willey, and subsequently for the relief of Ellen M. Willey, his widow.

The allegations forming the subject matter of these several bills have been carefully investigated and considered by the department upon each occasion, without finding any reason to warrant changing the opinion rendered in the premises in

Mr. MONTAGUE. Mr. Chairman, if I may have the attention of you gentlemen, the facts, briefly, are these: Mr. Owen S. Willey was court-martialed and discharged from the naval service years ago.

Mr. NICHOLLS. Was he a commissioned officer?

Mr. MONTAGUE. Yes, sir; I will read in a moment on that point. It developed afterwards that it was a case of mistaken identity and that another man named J. H. W-i-l-e-y, or Wiley, just as you choose to pronounce it, was the man intended to be discharged, and he was subsequently discharged from the Navy. So that Mr. W-i-l-l-e-y, whose record was admirable, as proved by Admiral Mahan and other people, found himself dismissed from the service. I think he was then an ensign or a first lieutenant, or second lieutenant, I have forgotten which. He was dismissed from the service, and greatly grief stricken. He took the matter up and the officer who preferred the charges, or at least who approved the charges against him, Commander Gamble, from whose statement I will read in a moment—

Mr. PETERS. Did he appear before the court, Governor?

Mr. MONTAGUE. He did not know about the case until he got home and found he had been discharged.

Mr. PETERS. How could they court-martial him without bringing him before the court?

Mr. MONTAGUE. It was just a case of mistaken identity. There were two men by this name, one spelt his name, W-i-l-l-e-y, and one spelt his name as W-i-l-e-y. This man is named Owen S., and the other man is J. H.

Mr. PETERS. Did the other man appear before the court?

Mr. MONTAGUE. I do not know about that.

Mr. PETERS. I should think the department would have authority to rectify that error, if it was an error, without legislation.

Mr. MONTAGUE. I did not know of that, Mr. Chairman. Commander Gamble, who was responsible for this more than anybody else, wrote a letter of apology and a retraction of his charges against Willey explaining that it was a case of mistaken identity, that his error was attributable to the fact that at the time he had so unjustly acted to Willey's injury he "was suffering acutely from insomnia and nervousness superinduced by the anxiety of my command and the strain and stress of war." I am reading now from a copy of a letter I wrote to Chairman Butler in October, 1919.

After this, Mr. Willey, I mean the one in question here, the late husband of this widow—

Mr. PETERS. Their first names were not the same, were they?

Mr. MONTAGUE. No, sir; and they do not spell their names exactly.

Mr. PETERS. This man is Owen S.

Mr. MONTAGUE. This man is Owen S. Willey and the man who should have suffered in his place was J. H. Wiley, spelt with one "l."

Mr. PETERS. Now, you can easily identify them by the first names.

Mr. MONTAGUE. They were both upon the same ship—

Mr. McPHERSON (interposing). Did they both have the same rank?

Mr. MONTAGUE. Yes, sir; J. H. Wiley was also a master's mate. Owen S. Willey, the one in question here for whom relief is sought, in November, 1862, was a master's mate on the U. S. S. *Pocahontas*.

Mobile, Ala., and had been recommended for promotion for efficient services.

He said he was an ensign, but I was mistaken about that. He had been recommended for appointment as an ensign.

H. Wiley, the man, as I view it, who should have borne the blame which was imposed upon Mr. Owen S. Willey, was also a crew member's mate on that same vessel, and against him on November 26, 1861, Commander W. E. Gamble preferred charges of conduct unbecoming an officer.

McPHERSON. That is, against J. H. Wiley and not against Owen S. Willey at all?

MONTAGUE. No, sir. The logbook of that vessel showed that Owen S. Willey, down to March, 1863, Owen S. Willey had been actively discharging onerous, responsible, and extraordinary duties with efficiency.

Communications filed from Admiral Alfred T. Mahan, Lieutenant Commander E. Dichman, and Chaplain J. J. Kane show that Owen S. Willey was always considered a most meritorious officer during that period.

McPHERSON. In whose name was this court-martial? What does the record show about that?

NICHOLLS. I can not understand how they could get them mixed up in that way?

MONTAGUE. I do not know and I can not tell you about the details. All I know is that I believe this woman is telling absolutely the truth and I think the extracts I have given from the letters of the officers demonstrate her statement to be true.

NICHOLLS. The thing I can not get straight in my own mind is that it was recommended that J. H. Wiley be court-martialed and if J. H. Wiley was court-martialed, this man who is now asking for a discharge would have stayed in the service.

PETERS. This man evidently was subsequently discharged.

NICHOLLS. I mean his record would have been straight.

VENABLE. They probably made a mistake in the court-martial proceedings.

MONTAGUE. It appears from the record that J. H. Wiley,

Wiley take place after Mr. Owen S. Willey was discharged from the service?

Mr. MONTAGUE. No, sir; it seems as if——

Mr. PETERS (interposing). When did this happen?

Mr. MONTAGUE (continuing). O. S. Willey was expecting promotion and he was dismissed without any notice on March 3, 1863. You see, it was quite a good while ago. When he got home he found he had received his dismissal and he did not know why. Then, he looked into it and saw that he had been charged with the very offenses with which this man J. H. Wiley was charged, and it seems that the judgment of the court found its effect upon him instead of upon the real culprit, who was afterwards dismissed from the Navy.

Mr. KRAUS. Governor, to whom were these letters, copies of which you have been reading, addressed?

Mr. MONTAGUE. I could not answer that, and it is not fair for me to appear before your committee without being able to answer these questions, but I did not know I would be called this morning. If I am not mistaken Senator Penrose has introduced a similar bill in the Senate. I think this lady is from Pennsylvania, if I am not mistaken. I would not know her now if I saw her. I think a similar bill has passed the Senate, at some time, but I do not know.

Mr. PETERS. I do not see why the department would not willingly correct a manifest mistake of judgment or mistake of identity.

Mr. MONTAGUE. I can not either. This man stood first in his examination when he went into the Revenue-Cutter Service.

Mr. PETERS. Are these facts all known to the Navy Department?

Mr. MONTAGUE. I do not know, sir. This lady had been endeavoring to get them to reconsider this matter for some years, but I think I introduced the first bill that has ever been introduced on the subject.

Mr. PETERS. Has there ever been any action taken by either branch of the Congress?

Mr. MONTAGUE. No, sir; not that I know of.

Mr. VENABLE. Governor, let me make this suggestion: Personally, and I speak for myself alone, if these charges were against one man through a mistake in name, another man was dismissed from the service, I personally would vote to correct it, but I make the suggestion that these court-martial papers and all papers relating to this case should be in the office of the Judge Advocate General of the Navy.

Mr. MONTAGUE. Who is now Admiral Clark, is it not?

Mr. VENABLE. I think so. I was just going to suggest, so far as I am concerned, I would like to see the record or extracts from the record, and if you will take it up with them——

Mr. MONTAGUE (interposing). If the committee will indulge me to do that, I will do so and come before you again as soon as I can.

Mr. VENABLE. And we will take the matter up again. Will that be satisfactory?

Mr. MONTAGUE. That will be satisfactory to me. Of course, I do not want to represent anybody who has any ulterior designs upon the Government——

Mr. VENABLE. We understand that thoroughly.

Mr. MONTAGUE. I became very much interested in the matter. You will notice the bill provides that no back pay, bounty, pension,

other emoluments shall accrue prior to the passage of this act. I simply want her husband righted and this opprobrium removed. Mr. PETERS. Governor, will you investigate the matter to such extent as you desire in the office of the Judge Advocate General, and then take it up with the Secretary? I do not believe he understands all these facts. I believe he really ought to give a favorable recommendation on the facts you have stated.

Mr. MONTAGUE. You think it can be done without legislation?

Mr. PETERS. I am not sure about that, but I think he ought to. I would make a favorable recommendation if he knew those facts. Mr. Montague submitted the following brief of the facts in this case:)

THOMAS S. BUTLER,  
Chairman Committee on Naval Affairs,  
House of Representatives, Washington, D. C.

DEAR MR. BUTLER: May I not ask your earnest consideration of the inclosed H. R. 7535, which I introduced on July 17, 1919, for the relief of Ellen M. Willey, which has been referred to your committee? The facts in the case are as follows: Mrs. O. S. Willey, widow of the late Capt. Owen S. Willey, United States Revenue Cutter Service, respectfully request that the records of the Navy Department be made to show that her late husband's service in the Navy during the Civil War is creditable.

This request is based on the following facts, all of which are of record in the Navy Department:

Owen S. Willey, in November, 1862, was a master's mate on the U. S. S. *Pocahontas*, off Mobile, Ala., and had been recommended for promotion to acting ensign for efficient services.

J. H. Wiley was also a master's mate on that vessel, and against him, on November 1, 1862, Commander W. E. Gamble preferred charges of conduct unbecoming an

The log book of that vessel showed that from August, 1861, down to March, 1863, O. S. Willey had been constantly discharging onerous, responsible, and extraordinary service with efficiency.

Communications filed from Admiral Alfred T. Mahan, Lieut. Commander E. Mahan, and Chaplain J. J. Kane show that O. S. Willey always was considered a meritorious officer during that period.

It appears from the record that J. H. Wiley, although recommended for discharge, received a promotion to acting ensign and was sent to another vessel, and before being dismissed as incompetent.

Commander Gamble, finding that Wiley had received a promotion, wrote on November 1, 1863, to Admiral Farragut, asking to have his charges against Wiley taken as

"In view of the fact that the department's action in dismissing Acting Master's Mate Owen S. Willey was based solely upon the report of his commanding officer, who subsequently stated regarding the matter: 'It is evident that an error has unintentionally been committed' and 'In view of Mr. Willey's exemplary conduct and meritorious service of five months under my command subsequently to the alleged profanity, I cheerfully recommend him.' It is recommended that the department hold that the naval service of Acting Master's Mate Owen S. Willey was creditable."

14. The Solicitor of the Treasury in an opinion dated April 27, 1911, to the Assistant Secretary of the Treasury, Hon. R. O. Bailey, said: "In my opinion Capt. Willey had a clearly 'creditable record' and both services" (Civil War and United States Revenue-Cutter Service).

15. On May 4, 1911, the Secretary of the Treasury informed Capt. Willey that the Solicitor of the Treasury was of the opinion that his record should be deemed creditable and that the department concurred in this opinion. On the strength of this finding O. S. Willey was promoted to senior captain, United States Revenue-Cutter Service, retired.

It is apparent from these facts that a grave injustice has inadvertently been done Owen S. Willey. I sincerely trust that this error will be rectified by the amendment of the records of the Navy Department so as to show that the naval service of Acting Master's Mate Owen S. Willey was creditable, and to this end I venture to express the hope that your committee may see fit to make a favorable report upon H. R. 180 at an early date. I may add that an identical bill has been introduced in the Senate by Senator Penrose, and I am of the opinion that a similar measure passed the Senate during the last Congress, but no action was taken upon it by the House. If further information is desired I will be pleased to endeavor to furnish the same.

Sincerely, yours,

A. J. MONTAGUE.

(A bill similar to the one now before this committee was before the Senate in the Sixty-fifth Congress, and with reference to that bill the Secretary of the Navy addressed the following letter and recommendation to the chairman of the Senate Committee on Naval Affairs, as appears in Senate Report No. 291 of the Sixty-fifth Congress:)

DEPARTMENT OF THE NAVY.

Washington, May 2, 1911.

MY DEAR MR. CHAIRMAN: In further reply to the committee's memorandum transmitting the bill (S. 180) "Granting an honorable discharge to Owen S. Willey, and requesting the views of the department thereon, I have the honor to inform you as follows:

Owen S. Willey was appointed an acting master's mate in the Navy on July 11, 1861, and was dismissed on April 16, 1863, having been reported by his commanding officer for conduct unbecoming an officer and for profanity.

Thereafter, on March 8, 1871, Mr. Willey was commissioned in the Revenue-Cutter Service, and served therein until 1908, when he was retired. On April 16, 1908, an act was approved (35 Stat., 62) providing for advancement to the next higher grade any officer of the Revenue-Cutter Service with a creditable record who served during the Civil War in the land or naval forces of the United States. Under date of August 4, 1908, this department certified to the Secretary of the Treasury that the naval service of Mr. Willey was not considered as creditable. It appears, however, that the Treasury Department nevertheless decided that his naval service, as stated above, was creditable, and on May 4, 1911, he was given the rank and retired pay of the next higher grade in the Revenue-Cutter Service. Mr. Willey died on October 5, 1913.

The department assumes that the purpose of the bill (S. 180) is to confer such status on this deceased officer as will enable his widow to receive the benefits under the pension laws to which she would not be entitled by reason of her late husband's naval record. If such be the case, the department has no objection to this legislation provided the bill be changed to read as shown above.

It is further recommended that the title of the bill be changed to read: "For the relief of Ellen M. Willey, widow of Owen S. Willey."

Sincerely, yours,

JOSEPHUS DANIELS.

Secretary of the Navy.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
United States Senate.

[No. 161.]

A Hearing upon the Bill, H. R. 5579,

**LACE ALBERT HAMILTON ON THE RETIRED LIST OF THE  
UNITED STATES NAVY.**

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, February 16, 1920.**

The subcommittee on private bills being in session, Hon. John A. Peters, (chairman), presiding:

PETERS. We will now take up H. R. 5579, a bill for the relief of Albert Hamilton.

**STATEMENT OF HON. CHARLES H. RANDALL, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF CALIFORNIA.**

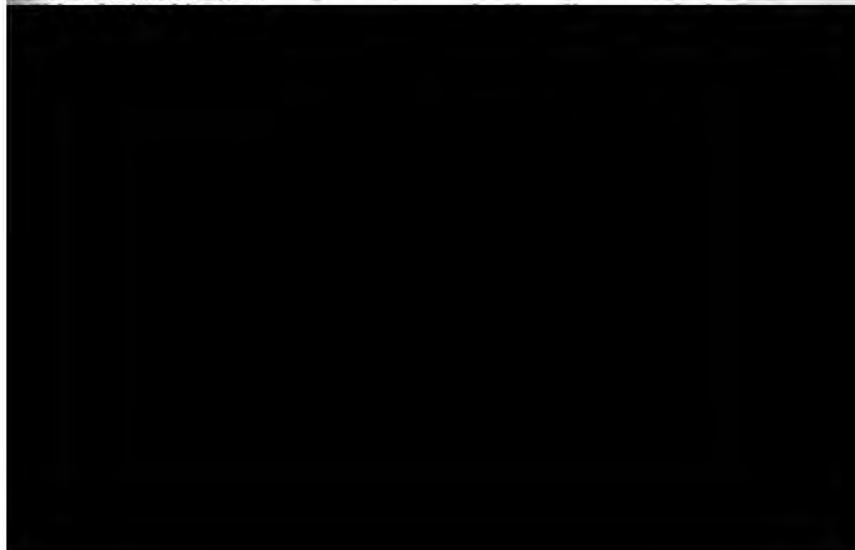
RANDALL. Mr. Chairman, I want to call your attention to a statement for the passage of this bill. The report says:

This is not a case sui generis. An Army captain named Detchemende resigned in the Philippines and upon investigation it was found, as in the case of Lieut. Hamilton, that he had been insane when he resigned. He was placed upon the retired list. (Sept. 2694, 57th Cong., 1st session, June 26, 1902; also Cong. Rec. of Feb. 16, 1902, 2d U. S. Stats., vol. 32, p. 956.)

Statement of the guardian of Albert Hamilton:

PASADENA, CALIF., September 5, 1919.

DEAR SIR: Kindly permit me, as the committee (or guardian) of Albert Hamilton, formerly lieutenant, United States Marine Corps, who is insane, to put you in possession of the facts regarding the case, to the end that when you come to consider the bill known as H. R. 5579 for his relief you will have a clear, full, and exact knowledge of the merits of the bill.



upon the proofs and evidence gathered by the examiners. After an investigation lasting over a year, the Pension Bureau found that the mental disability had its origin while the officer was in the service and that the officer's mental and physical breakdown was due to his arduous duties while detailed as recruiting officer for the northern district of Ohio; and a pension was granted him to date from the day of his resignation.

The case next came before the subcommittee on private bills of the Naval Affairs Committee of the last House, of which subcommittee the Hon. William W. Venable was the chairman, upon the consideration of Congressman Parker's bill H. R. 11385 of the last session. This subcommittee reported the bill favorably to the main committee.

When the bill came up in the main committee, it was voted to ask the Navy Department to review the finding of the Pension Bureau, as I understand what was done. Pursuant to this vote, Mr. Venable sent the records in the case (the Pension Office records) to the Navy Department, where they were laid before the Navy Judge Advocate General. In a letter or report from the Secretary of the Navy to Mr. Venable, returning the Pension Office records, it was said: "These papers (the Pension Office records), together with all the records in the (Navy) department relating to the case of Hamilton, have been thoroughly considered."

This letter or report is dated December 23, 1918, and was printed in the case; and it is important in that it reviews at great length the facts bearing upon the case. As a result of his consideration thereof, the Secretary of the Navy concludes his report with the recommendation that "In view of all the circumstances, if the Congress should deem the case of sufficient merit to warrant the placing of this man (Lieut. Hamilton) on the retired list of the Navy by special enactment, the department will not interpose objection."

Thereafter, the bill was favorably considered by the main committee; but owing to press of business, private bills were not taken up by the House before adjournment of the last session thereof.

The present bill was referred to the Navy Department with a request for its views and recommendations in the matter; and, under date of July 25, last, the Secretary referred to this letter of December 23, 1918, as one in which he had "reviewed at great length the facts bearing upon this case" and he adhered to his favorable recommendation above quoted, saying:

"From a careful consideration of all the facts and circumstances bearing upon this case, the department does not find any reason to alter or amend its conclusion of December 23, 1918, given after a most careful examination of this case as presented, by the bill (H. R. 11385) for the relief of Albert Hamilton, which was before your committee at that time."

From the foregoing review of the proceedings taken in this case, it is plainly shown that this matter has been given a thorough and detailed investigation by the Pension Bureau, resulting in a finding favorable to the pensioner, Lieut. Hamilton, and this finding, together with all the proofs, records and documents, has had the most careful and painstaking examination by the proper officials of the Navy Department and the careful consideration of the Secretary thereof, with the result that the finding has been approved and that the department has no objection to the transfer of Lieut. Hamilton from the pension list to the retired list of the Navy. After such detailed and favorable consideration by the governmental departments named, your committee is surely safe in basing its action in this matter upon their findings in favor of this officer.

With respect to the legal aspect of this case, it is familiar law, as you well know, that the act of an insane person is void and without effect. It was not the resignation written by this insane officer that separated him from the service, but the fact that the Navy Department, not knowing his mental condition at the time he filed his resignation, appointed another to his place and thereby ousted him, whereby it was made necessary for this incompetent officer's guardian to come to Congress to have the wrong righted. In the department's letter of December 23, last, to Mr. Venable, the Judge Advocate General of the Navy (the law officer thereof) sets this out to be the law, using the following language (see middle of p. 2 of that letter):

"The next question is the effect of the resignation \* \* \*. It is well settled that, if the officer were of unsound mind at the time of the tender and acceptance of the resignation, the action would ordinarily be void and could be recalled. (6 Op. A. G., 456; 10 id., 229.) This effect is, however, subject to the proviso that nothing has been done subsequent to the acceptance of the resignation, giving rights to others, which would be impaired by the recalling of the resignation. This was the opinion of the Attorney General in 15 Op. A. G., 469, the syllabus to which opinion reads as follows: \* \* \* But where, after acceptance of the resignation and without knowledge of the insanity, the place of the officer has been filled by appointment of another thereto, the resignation must be regarded as effective."

the time of his resignation and before, Lieut. Hamilton's physical and mental condition warranted his retirement from active service under the provisions of section 4 of the Revised Statutes, which reads as follows (see near top of page 2 of the department's letter of Dec. 23, 1918, where this section is set out):

"When a retiring board finds that an officer is incapacitated for active service, and that such incapacity is the result of an incident of service, and such decision is approved by the President, said officer shall be retired from active service and placed on the retired list."

"The officer was incapacitated for active service, being afflicted with an incurable mental disease known as dementia praecox of a paranoid form, progressive in its nature. His disability was the result of his being overworked, doing the duty ordinarily done by other officers, and was incurred in line of duty and incident to the service. At the middle of page 3 of the department's letter of December 23, last, it is said:

"These affidavits tend to show \* \* \* that this physical and mental breakdown is due to his arduous duties while recruiting officer for the northern district of Ohio." In, near the bottom of page 3 (same page), it is set forth:

"The evidence in this case, however, would seem to warrant the belief that the disability existed in its primary stages at the time of the officer's resignation; that it was incurred in the line of duty."

"The same finding was made by the Pension Bureau. As you doubtless are aware, the necessary element of a pensionable status is that the disability be incurred in line of duty and incident to the service."

"Therefore, if the officer had not resigned he would have, upon the detection of his physically diseased condition, been ordered before a retiring board and placed upon the retired list of retired officers of the Navy. This bill seeks to do now only what would have been done by a Navy retiring board had this officer continued to do duty in the line of duty, instead of following the dictates of an insane mind and tendering his resignation."

Near the top of page 2 of the department's letter just referred to, it is said:

"Had Lieut. Hamilton not resigned from the service, thereby precluding further consideration of his case, he would most probably have been later ordered before a retiring board."

"In, at the top of page 4 of this letter, the statement is made:

"His separation from the service, precluding his being placed on the retired list, was brought about through no fault of his or of the department, his case being at the time under consideration to determine whether or not a rest and relief from official duties would effect a restoration to health."

"(This case is not a case sui generis. An Army captain named Detchemendy resigned from the Philippines, and, upon investigation, it was found, as in the case of Lieut. Hamilton, that he had been insane when he resigned. He was placed upon the retired list. (See 57th Cong., 1st sess., report on 2694, June 26, 1902; also Cong. Rec., 1903, vol. 32, p. 956.)")

"In the instant case, the investigation has already been made, both by the Pension Bureau and the Navy Department, as a result of which investigation it has been found that Lieut. Hamilton's mental unsoundness was due to the performance of his duties, while detached and serving as a recruiting officer in Ohio, during which time the Marine Corps was short of officers. (See p. 3 of the department's

I have thought that, perhaps, by writing you and other members of the Naval Affairs Committee, the case could be made clear and the consideration thereof expedited.

Believe me to be, my dear sir, with great respect,

Very truly,

JAMES HAMILTON, *Guardian*.

HON. THOMAS S. BUTLER,

*Chairman Naval Affairs Committee, House of Representatives.*

(Letter from the Secretary of the Navy stating fully the facts of the case, together with the department's recommendations on a similar bill, H. R. 11385, in the Sixty-fifth Congress:)

DEPARTMENT OF THE NAVY,

*Washington, December 23, 1918.*

MY DEAR MR. VENABLE: The department has received your letter of July 2, 1918, relative to the bill (H. R. 11385) for the relief of Albert Hamilton, together with the Pension Office papers to which you refer. These papers, together with all the records in the department relating to the case of Hamilton, have been thoroughly considered, and I now have the honor to make the following comment regarding the case:

Albert Hamilton was appointed a second lieutenant in the United States Marine Corps October 16, 1903. Shortly after his appointment he was ordered to duty at Camp Elliott, Isthmian Canal Zone, Panama, where he arrived January 3, 1904. He was on December 21, 1904, detached from duty at Camp Elliott and ordered to return to the United States. While at Panama he was on the sick list three times—admitted to the sick list February 6, 1904, with febris remittens (in this case malarial fever), origin, duty, from tropical service; discharged to duty February 17, 1904; admitted April 19, 1904, same disease and origin, and discharged April 23, 1904; admitted October 19, 1904, dermatitis venenata, origin, duty result of vegetable poisoning, and was discharged to duty October 21, 1904.

He was promoted to first lieutenant to rank from December 9, 1904. With the exception of his Panama duty, his entire service in the Marine Corps was within the continental limits of the United States. From March, 1906, to August, 1907, he was on recruiting duty. Other than above mentioned, and an admission for five or six days in February, 1905, for tonsillitis, origin, duty, no further entries appear on the health record of Lieut. Hamilton until August 24, 1907, when he was examined by a board of medical survey. The report of the board of medical survey was as follows:

1. Present condition: Unfit for duty.
2. Disease or injury: Anæmia and chronic malaria.
3. Probable future duration: Two months.
4. Recommendation: That he be granted two months' sick leave of absence.
5. Origin: In the line of duty. The condition is secondary to chronic malaria,

which patient contracted while on duty in Panama. Patient is anæmic and highly nervous; suffers from muscular weakness, fatigue, and mental depression. Patient has improved during a recent 20 days' leave of absence and a complete cure may be confidently expected in the course of the two months' sick leave recommended.

Lieut. Hamilton was accordingly granted two months' sick leave from and including September 7, 1907, and on October 25 of that year he requested that he be granted four months' leave of absence from expiration of the two months' sick leave, and that his resignation as a first lieutenant be accepted at the expiration of such four months' leave of absence. Only about 100 days of regular leave being due, on November 2, 1907, in accordance with the above request, he was granted leave of absence from November 7, 1907, to February 14, 1908, and his resignation was accepted to take effect from that date. Had Lieut. Hamilton not resigned from the service, thereby precluding further consideration of his case, he would most probably have been later ordered before a retiring board. If he had been ordered before a retiring board and if the board had found that his disability had been contracted in the line of duty, he would have been retired under section 1251 of the Revised Statutes, which reads as follows:

"When a retiring board finds that an officer is incapacitated for active service, and that his incapacity is the result of an incident of service, and such decision is approved by the President, said officer shall be retired from active service and placed on the list of retired officers."

The next question is the effect of the resignation. It will be accepted, without further consideration, that a resignation voluntarily tendered by a sane officer of the Army or Navy, on being accepted by proper authority, operates to vacate his office and sever his connection with the service. On the other hand, it is well settled that if the officer were of unsound mind at the time of the tender and acceptance of

the action would ordinarily be void and could be recalled. (6 Op. Atty. Gen., 229.) This effect is, however, subject to the proviso that nothing subsequent to the acceptance of the resignation giving rights to others be impaired by the recalling of the resignation. This was the opinion of the Attorney General in 15 Op. A. G., 469, the syllabus to which opinion reads as follows:

"The opinion of Attorney General Cushing and Attorney General Bates (see 6 Op. Atty. Gen., 229) to the effect that, on general principles of law, the resignation of an officer while insane is to be deemed void, and that, although it may have been accepted without knowledge of the insanity, the acceptance can be recalled and the officer reappointed without a new appointment, reaffirmed; subject, however, to the effect that the executive department, after having accepted the resignation, has done no act which prevents the restoration of the statu quo without prejudicing the rights of other officers acquired in consequence of such resignation."

"If the resignation of an Army officer has been tendered and accepted without knowledge of the insanity, and a question of insanity afterwards arises, it is competent to the court to hear and consider evidence upon the question, and decide and render judgment thereon."

"After acceptance of the resignation and without knowledge of the insanity, the place of the officer has been filled by appointment of another thereto, and the resignation must be regarded as effective."

"This is supported by a decision of the Supreme Court of the United States (103 U. S., 227). In the latter case a post chaplain in the name of Charles M. Blake tendered his resignation from the Army. The resignation was duly accepted and a successor appointed. It was later contended that the officer was insane at the time he submitted his resignation, that his act was therefore void, and did not result in his separation from the service. The Supreme Court held that the appointment of Gilmore, with the advice and consent of the Senate, made by Blake, operated in law to supersede the latter, who thereby, in consequence of his new appointment, ceased to be an officer in the Army from and after the date at which that appointment took effect, and this, without reference to the mental capacity to understand what was a resignation."

"In the case of the resignation of Lieut. Hamilton, whose case is now under consideration, the authorized number of first lieutenants in the Marine Corps was 185, and the position was full. The vacancy caused by the resignation of Hamilton was promptly filled by appointment, by and with the advice and consent of the Senate, of another officer to the grade of first lieutenant. Consequently, whether Hamilton was sane or insane at the time he resigned, he is now legally out of the service and has no legal claim under any existing law of the United States. This fact, of course, is not affected by the proposal to enact separate legislation in his behalf."

"The remaining question to be considered, therefore, would appear to be whether, in view of all the circumstances of this case, the department should favor the passage of a bill to place this former officer on the retired list."

"From the Pension Office papers that in 1913 a claim for pension was sub-

in the service of the United States, and that he was entitled to a pension. He was first given a pension from 1913, but has subsequently been given a pension at the rate of \$17 per month from February 15, 1908, the day following his resignation from the Marine Corps, which rate was later raised to \$30 from July 25, 1913, and the rate has again been changed to \$50 from March 8, 1915.

The department is in general opposed to special legislation for the benefit of an individual. It tends to create dissatisfaction and inefficiency in the service by establishing undesirable precedents which may be cited by others in endeavoring to secure like consideration or relief. The evidence in this case, however, would seem to warrant the belief that the disability existed in its primary stages at the time of the officer's resignation; that it originated in the line of duty; and that his separation from the service, precluding his being placed on the retired list, was brought about through no fault of his or of the department, his case being at the time under consideration to determine whether or not a rest and relief from official duties would effect a restoration to health.

As Mr. Hamilton is now receiving a pension of \$50 per month from the Government, it would appear that his case is receiving very liberal consideration; yet in view of all the circumstances, if the Congress should deem the case of sufficient merit to warrant the placing of this man on the retired list of the Navy by special enactment, the department will not interpose objection.

The Pension Office files relating to this case are being returned to you.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

HON. W. W. VENABLE, M. C.,  
*Chairman Subcommittee of Naval Affairs Committee,  
House of Representatives.*

(Report and recommendation of the Secretary of the Navy upon the bill now under consideration, H. R. 5579:)

DEPARTMENT OF THE NAVY,  
*Washington, July 25, 1918.*

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 2, 1918, inclosing a bill (H. R. 5579) "To place Albert Hamilton on the retired list of the United States Navy," and requesting the views and recommendation of the department thereon, I have the honor to state as follows:

Under date of December 23, 1918, the department, in reply to your letter of July 1, 1918, relative to the bill (H. R. 11385) "For the relief of Albert Hamilton," then pending before your committee, reviewed at great length the facts bearing upon this case and concluded as follows:

"The department is in general opposed to special legislation for the benefit of an individual. It tends to create dissatisfaction and inefficiency in the service by establishing undesirable precedents which may be cited by others in endeavoring to secure like consideration or relief. The evidence in this case, however, would seem to warrant the belief that the disability existed in its primary stages at the time of the officer's resignation, that it originated in the line of duty, and that his separation from the service, precluding his being placed on the retired list, was brought about through no fault of his or of the department, his case being at the time under consideration to determine whether or not a rest and relief from official duties would effect a restoration to health.

"As Mr. Hamilton is now receiving a pension of \$50 per month from the Government, it would appear that his case is receiving very liberal consideration, yet in view of all the circumstances, if the Congress should deem the case of sufficient merit to warrant the placing of this man on the retired list of the Navy by special enactment, the department will not interpose objection."

From a careful consideration of all the facts and circumstances bearing upon this case, the department does not find any reason to alter or amend its conclusion of December 23, 1918, given after a most careful examination of this case as presented by the bill (H. R. 11385) "For the relief of Albert Hamilton," which was before your committee at that time.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

THE CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

[No. 162.]

A Hearing on the Bill, H. R. 12469,

**THORIZE THE AWARD OF A MEDAL OF HONOR TO CHIEF  
GUNNER ROBERT EDWARD COX, UNITED STATES NAVY.**

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS,  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, February 16, 1920.**

Subcommittee on Private Bills met at 10.30 o'clock a. m.,  
went to call, Hon. John A. Peters, chairman of the subcommittee,  
present.

PETERS. The first bill we will consider is H. R. 12469, a bill  
to award a medal of honor to Chief Gunner Robert Edward Cox.

**Report of ROBERT EDWARD COX, Chief Gunner, United States  
Navy.**

PETERS. The only information presented to the committee, so  
far as it consists of the following letters which I will read to the committee:

NAVY DEPARTMENT,  
Washington, February 14, 1920.

DEAR MR. CHAIRMAN: Replying to your letter dated February 12th, in which  
you submit to me a copy of House bill, H. R. 12496, which provides for the award  
of a medal of honor to Chief Gunner R. E. Cox, U. S. Navy, and requesting my  
views on the matter, I am pleased to advise you as follows:

As a result of the inquiry into the explosion which occurred on board the U. S. S.  
Albatross on April 13, 1904, three persons were recommended for a medal of honor.  
These were Acting Gunner R. E. Cox, Chief Gunner's Mate M. Monssen, and  
Chief Gunner's Mate (First Class) C. S. Schepke. In view of the fact that the law regarding  
the award of medals of honor, at that time, did not permit Acting Gunner Cox to  
receive a medal, only Monssen and Schepke of the three received the medals of  
honor. The Secretary of the Navy, at that time, explained that the reason for not

NAVY DEPARTMENT,  
Washington, May 28, 1894.

SIR: In transmitting to you a copy of the general order publishing certain extracts from the report of the court of inquiry that investigated the accident in the after turret of the U. S. S. *Missouri*, I take pleasure in quoting at length the court's mention of your own behavior on that occasion, as follows:

"The 12-inch handling room by this time had in it some 30 inches of water, and the fire then being considered out, the flood cocks were shut off and, the fumes being less dense, Acting Gunner Cox and five gunner's mates, under orders from the Ordnance officer, Lieut. Davis, started to inspect the magazines and shell rooms. Three were detailed to inspect the 6-inch magazines (on the splinter deck), and two, Chief Gunner's Mate Monssen and Gunner's Mate (First Class) C. S. Shepke, accompanied the gunner below. The after upper racks of the starboard 12-inch magazine, under and upon which were powder, were found to be afire and blazing. About 1 ton of smokeless powder was in this magazine. Attempts were made to throw water on these flames by hand, by reaching through scuttle in the magazine door, which door was closed. This scuttle is a hole about 18 inches square. Seeing the futility of this, Gunner Cox, leaving Monssen and Shepke, went to open the flood cock again and get the hose.

"The court further finds that, while every officer and man in the vessel did his whole duty, and in circumstances probably the most trying that can come to a man afloat, that the following-named officers and men are worthy of particular mention under the head of extraordinary heroism, viz, Acting Gunner R. E. Cox, M. Monssen, chief gunner's mate, and C. S. Shepke, gunner's mate (first class).

After reading the report, the President wrote:

WHITE HOUSE,  
Washington, May 16, 1894.

To the NAVY DEPARTMENT:

In its report upon the recent accident on the *Missouri*, the court of inquiry finds "That the following-named officers and men are worthy of particular mention under the head of extraordinary heroism, namely, Acting Gunner R. E. Cox, \* \* \* I desire personally and officially on behalf of the Nation to thank Acting Gunner R. E. Cox for what he did, and for the way in which he has upheld the high traditions of the American Navy. The department is hereby directed to present to him a medal of honor, or such other recognition as may be practicable.

THEODORE ROOSEVELT.

The original of this letter is inclosed, as it is deemed fitting that it should be in your possession as your own.

The captain of the *Missouri*, in his report of the accident, recommended a medal of honor, which was approved by the commander in chief, Navy, the Fleet, and the President has indicated his wishes to the same end. There is no provision of law for the award of a medal of honor to an officer of the Navy, and the department is therefore denied the gratification of carrying out this recommendation; but all the distinction that a medal of honor can convey is yours by reason of your admirable courage and presence of mind on this occasion.

A copy of this letter will be filed with your record in the department.

Very respectfully,

WILLIAM H. MOON, JR.,  
Acting Gunner R. E. Cox, United States Navy,  
U. S. S. *Missouri*.

I understand the department construes the law that insures Mr. Cox was at the time of the accident acting gunner's mate.

Mr. Cox (interposing). Acting gunner.

Mr. PETERS (continuing). That he could not be awarded a medal of honor authorized by law which he would have received had he been acting as gunner, but had he been in his ordinary position of seaman: is that right?

Mr. Cox. That is right, sir. The other two men, Monssen and Shepke, who were gunner's mates, received theirs, but there is a transitory period when you are an acting gunner. You can be retired, and you are still an enlisted man, in a way, but for medals and other things you are considered an officer.

PETERS. By a curious technicality of the law, as construed by the Navy Department, while Mr. Cox was fully and justly entitled to a medal, he could not be awarded it under the law as construed, and this bill is to make the situation conform to what the facts are.

VENABLE. Did the other men receive theirs?

COX. Yes, sir.

KRAUS. What is your present rank?

COX. I am a chief gunner now; a commissioned officer, with the rank of ensign.

KRAUS. How long have you been in the service all told?

COX. About 27 years.

KRAUS. And how old are you?

COX. Forty-three years old.

KRAUS. Where was the *Missouri* located at the time this accident happened? Where was she stationed?

COX. She was stationed in the North Atlantic Fleet, having her practice off of Pensacola, Fla.

KRAUS. At what distance at sea was she at that time?

COX. About 6 miles from shore and in water of something like 100 mile deep.

PETERS. It seems to me a perfectly plain case.

VENABLE. Mr. Chairman, I move that the bill be favorably reported.

(The motion being duly seconded prevailed.)

PETERS. We are very glad, Mr. Cox, to accord you this recognition to which I am sure you are entitled.

COX. Thank you very much, sir.



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[No. 163.]

A hearing on the bill H. R. 12335.

**CORRECT AND AMEND THE SERVICE AND MILITARY  
CORD OF HERBERT LANGLEY, UNITED STATES MARINE  
CORPS.**

Before the—

SUBCOMMITTEE ON PRIVATE BILLS OF THE  
COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
*Monday, February 16, 1920.*

The subcommittee met at 2 o'clock p. m., pursuant to recess,  
John A. Peters, chairman, presiding:)

Statement of **HON. ISAAC V. McPHERSON**, a Representative in  
Congress from the State of Missouri.

**McPHERSON.** The soldier referred to in this bill (H. R. 12335)  
Herbert Langley, is the son of Dr. Langley, who lives at Granby,  
Mo. Dr. Langley is a wealthy man, and there is no idea in the case  
of claiming compensation from the United States. He was in no  
dependent upon this soldier for support; and no other person  
dependent upon him; so that compensation would be recovered  
by nobody, if his record was corrected as provided in the bill.  
The soldier was born May 16, 1894. He enlisted in the Marine  
Corps July 10, 1917, to serve for the period of the war. On February  
9, he was in a hospital for treatment for a mental disease that  
appeared in the evidence that I will introduce—the letters from the  
commandant in charge of the field hospital. The soldier had previously  
been in the hospital for dysentery. There was no evidence that he  
was homesick, or desired to get out of the service, other than the  
fact that he had applied, with hundreds of his comrades, in November  
1918, for discharge, under the claim that they all had to be dis-

scattered all over the island, so that if he had escaped out into the country the search that was made for him would have discovered him. Very few white men live down there; and a white soldier in uniform could not hide there for the length of time that he failed to be discovered in the search. He had no money; and he had no clothes, other than those he had on.

Mr. PETERS. That was his uniform?

Mr. McPHERSON. That was his marine uniform; he was a marine. There was a transport standing about 2 miles out; but the colonel says it would have been impossible for him to swim to that ship, or to have gotten to the ship in a boat, or in any other way, and thus escaped to the United States. The search was continued for a week. The river was searched, the water front, and no trace of his body was ever found, notwithstanding the fact that the search was begun in a few minutes after his disappearance.

All means of accounting for him are excluded by the proof except the fact that he either jumped into the water with intention to commit suicide or fell in accidentally. In that way he could be accounted for, because the statements of these Army officers are that there is a strong undercurrent or undertow flowing out to sea there, and many persons have been drowned and their bodies have never been recovered. The colonel commanding the regiment cites an instance occurring shortly before this young man escaped where a young lady was in bathing with some children, and she was seen by some persons on shore to be immediately sucked down in this undercurrent, and although search began immediately her body was never found, but was carried out to sea. So that the proof that I will introduce is, to my mind, conclusive that this young man was drowned.

Mr. PETERS. To what extent was he out of his mind?

Mr. McPHERSON. Well, it is proved that, although it was not known at that time, he had been having delusions, and he had been threatening suicide. I will introduce these letters on that subject. They are letters, or unsworn statements, of the field hospital surgeon, Dr. F. L. Benton. Here is a letter written by Dr. Benton to the regimental commander dated April 21, 1919, reporting as to this case. He says:

FIELD HOSPITAL,  
SECOND PROVISIONAL BRIGADE,  
*Santo Domingo City, Dominican Republic, April 21, 1919.*

From: Brigade surgeon.

To: Regimental commander, Third Regiment.

Via: Official channels.

Subject: Langley, Herbert, private United States Marine Corps.

1. This man was admitted to the field hospital, Santo Domingo City, Dominican Republic, four times in all. In November, 1917, he was in the hospital 10 days with malaria, in June, 1918, he was on the sick list 3 days with malaria, in February, 1919, he was on the sick list 5 days with dysentery.

2. After he was returned to duty from this last mentioned condition he was again sent to the hospital and admitted with the diagnosis of neurasthenia and remained for 6 days, then disappeared.

3. He seemed to worry about himself and complained of many vague conditions. He was very reticent, but when questioned he answered all questions readily. He was perfectly oriented as to time, place, and events, and showed no delusions.

4. Physical examination did not show much. He was reassured that his condition was not serious and would soon clear up. He had received no injury of any kind. He did not have venereal disease.

F. L. BENTON.

On April 23, 1919, there is a letter from the regimental chaplain, reading as follows:

UNITED STATES MARINE CORPS,  
THIRD PROVISIONAL REGIMENT,  
OFFICE OF THE CHAPLAIN,  
*Santo Domingo City, Dominican Republic, April 23, 1919.*

Mr. J. W. LANGLEY,  
Granby, Mo.

MY DEAR SIR: Col. Andresen has called my attention to your two letters inquiring about your son, and has asked me to write you regarding him. He was admitted to the hospital February 19 and his case diagnosed as dysentery. During my daily visits to the hospital I met him, but on Sunday, February 23, he asked to have a private conversation with me. He began by saying that he did not expect to live long and there were some things which he wished to confess. The thing that seemed to be troubling him was that he had a disease which made it impossible to keep himself clean and he therefore thought that people did not want him around, and thus he was a disgrace to his country and the human race. I did my best to lead him out of this false impression. I talked with the doctors who assured me there was no serious organic trouble and tried to explain to him the nature of sin and to relieve his mind of the false impression which he had. On Monday he seemed to be brighter and less depressed, and the same was true on Tuesday and I was much encouraged about him. But Tuesday evening he left the hospital and we have not been able to find the slightest trace of him since. The provost company which patrols the city was immediately notified of his absence and the officer in charge of the hospital made several personal trips in search of him. As soon as the colonel was notified a general alarm was sent out and all the members of the regiment in this vicinity together with the Dominican Army and the inhabitants of the surrounding towns were asked to join in the search. For a week a boat was sent to patrol the coast under the charge of an officer. I personally went on several of these searching parties, but in spite of the thoroughness of this search not a single trace of any kind has been found. Whatever has become of him it is very evident that he was in a state of depression and that therefore ought not to be judged as severely as if he had his normal reason.

We were all greatly distressed at the unusual circumstances surrounding his disappearance, and I can assure you that everything has been done within the power of the authorities here to locate your son. I also know how hard it must be for you to face the uncertainty of the present situation and also the grief which it must be to you to have such an unfortunate charge against your son's record. But you will readily understand the mitigating circumstances which are connected with it which might have weight in case of future developments.

May I send you my sincerest sympathy and assure you that I shall be very glad to render any further service which is in my power which may suggest itself to you.

Cordially, yours,

M. R. BOYSTON,  
Chaplain, United States Navy.

The following further correspondence was also filed in the case:

UNITED STATES MARINE CORPS,  
HEADQUARTERS THIRD REGIMENT, SECOND PROVISIONAL BRIGADE,  
*Santo Domingo City, Dominican Republic, April 23, 1919.*

DEAR SIR: I am in receipt of your letters, dated March 31 and April 2, respectively, relative to your son, Pvt. Herbert Langley, Marine Corps, and thoroughly sympathize with you, full well understanding how you must feel.

You propound a number of questions, which I shall endeavor to answer in the following summary of the incidents connected with Pvt. Langley's disappearance.

Pvt. Langley was at the time of his disappearance under treatment in the field hospital in this city for dysentery, being shown on the daily sick report as "doing well."

On February 24, 1919, he was granted liberty, which expired the same day, but failed to return at its expiration, and he has not since been seen, nor has any trace or information as to his movements been received.

Information having reached me leading to the belief that his absence might be due to temporary mental depression, steps were immediately taken for a thorough search by both military and civil authorities, American and Dominican, a search of the water front, above and below the city, as well as the river, being made from the land and water side. Several parties from the command were sent out; word was sent to the civil authorities, etc., but all to no avail. Consequently, Pvt. Langley was in due course of time dropped as a deserter, as no other action could be taken. While he

was at no time heard to actually state that he contemplated self-destruction, it appears that he had at some time made remarks to comrades that might seem to indicate that he had given thought to such act, remarks that, at the time, were not considered sufficiently serious to cause those to whom they were made to make a report of them, but which came out upon inquiry by me.

Nobody went with him; he was not in any kind of trouble; he had not received any injury; he had not contracted venereal disease; his conduct had been good. There is absolutely no reason to believe that he has been murdered; he was not delirious or, as far as I know, what is understood as "demented," though the remarks referred to above may be indicative of a temporarily disturbed mental condition, but this is something that can better be discussed by a physician. At the time of his transfer to the field hospital he was employed in the regimental quartermaster department as a telephone operator and lineman.

There is no information on hand as to his being homesick. On November 23, 1918, Pvt. Langley applied for his discharge from the Marine Corps, as did hundreds of his comrades who had enlisted for the duration of the war, but these requests were invariably disapproved, except in a few exceptional cases, as the discharge or transfer to the United States of so many men would have brought to a standstill the duty on which the forces in this country are engaged and seriously hampered and embarrassed the American military government.

As to your question what the punishment is for desertion, I have to state that the limitation, in time of peace, is—

In case of surrender to naval authorities, confinement for 18 months and dishonorable discharge.

In cases of apprehension or delivery to naval authorities: 1. If less than six months in the service, confinement for 18 months and dishonorable discharge. 2. If more than six months in the service, confinement for two and one-half years and dishonorable discharge.

In time of war, as a court-martial may direct.

Each case is tried upon its own merits.

An inventory of the effects left by Pvt. Langley has been taken and disclosed in trinkets. There were, however, two photographs and six personal letters, which are forwarded herewith. The remaining effects, in accordance with naval regulations, must be sold at public auction and the amount derived therefrom credited to the man's account.

I have referred your letters to the medical officer in command of the field hospital and that officer's letter is attached hereto.

I have likewise requested the regimental chaplain to write you regarding your son and he has done so.

With expressions of my sincere sympathy and in hopes that the disappearance of your son, Pvt. Herbert Langley, Marine Corps, will be cleared up, I am,

Respectfully,

C. GAMBORE-ANDRESEN.

Colonel, United States Marine Corps, Commanding

J. W. LANGLEY, M. D.,

Granby, Mo., U. S. A.

#### UNITED STATES MARINE CORPS.

#### THIRD PROVISIONAL REGIMENT.

#### OFFICE OF THE CHAPLAIN.

Santo Domingo City, Dominican Republic, Jan. 2, 1919.

J. W. LANGLEY, Granby, Mo.

MY DEAR DR. LANGLEY: Your letter of May 11 is at hand, and so far as I am able to want to answer your questions. The first, as to what has become of your son. Personally, I think, all together, points to his having made way with himself in a condition of dependency. There are, however, others who knew him much better than I, who do not share this opinion, but think he has made his way back to the States. My opinion is based on what I saw of him during the few days he was in the hospital when he seemed to be very far from normal. Further, no ships sailed from here to the States for several days after his disappearance. On the other hand, those who think he is still alive, point to the fact that every night there are small sail vessels leaving this port for neighboring Dominican towns, and that he might have boarded one of these, and thus got away. The argument against this is that so far as is known he had very little money with him.

2. I only knew your son personally during the few days that he was at the hospital. I will endeavor to hunt up some of the men who knew him better than I did.

do not recall that he mentioned anything other than his disease as causing him. It was not a venereal disease, and he did not think of it as such, but it was that he had lost control of his bowels. This was nothing less than an illusion on his part because, while he did have a slight attack of dysentery, it was nothing serious, and it caused the condition which he imagined.

The climate, I think, does tend to produce depression. Certainly there is something invigorating about it. There has been a lot of homesickness amongst the men, and I think that is at the bottom of the whole difficulty. His duties were in the telephone office, where he would be alone for considerable periods of time, and so that this tended to produce the state of depression which he was in when he returned to the hospital.

I do not think it would have been possible for him to have strayed into the country while living with a Dominican family without our having received word of the cause news travels very quickly.

He had only the clothes he had on.

I will buy in for you the personal effects of your son and see that they are forwarded to you, notifying you of the expense entailed.

I am glad that this information is what you desire and that it may be some comfort to you. I only regret that I can not tell you more, but it is one of those mysterious things concerning which there is very little to tell.

Very cordially, yours,

M. R. BOYNTON, *Regimental Chaplain.*

UNITED STATES MARINE CORPS,  
HEADQUARTERS THIRD REGIMENT, SECOND PROVISIONAL BRIGADE,  
SANTO DOMINGO CITY, *Dominican Republic, June 6, 1919.*

LANGLEY, M. D.,

Indianapolis, Mo., *United States of America.*

SIR: I am in receipt of your letter dated May 11, last, relative to your son Robert Langley, and in reply thereto regret exceedingly that I am unable to give you any further or more recent information relative to his disappearance than that which I mentioned in my last letter.

I have carefully read your letter and shall answer the different questions you ask to the best of my ability and as follows: I do not believe that he is somewhere on this island in a demented condition for the reason that throughout the island there are detachments of Marines as well as the Dominican National Guard, and if a particularly an American, and in uniform at that, should make his appearance in the neighborhood it would be bound to become known and reported. As you may remember I likewise stated in my first letter that as soon as his disappearance was known, not only the military, but also the civil authorities near the capital were alerted. If such a man was found among the natives in this Province, which is San Pedro de Macoris, I do not believe that he would suffer bodily injury. In the Provinces of San Juan and San Pedro de Macoris, to the eastward, where complete tranquillity has not yet been

I am correct in this that his death would be due to his falling overboard; I mean by that not from a ship but from the sea wall or sea shore, and his body has started in. You may also remember from my last letter that I caused a search to be made along the water front, above and below the city and the mouth of the river. I do not believe that his body will be found on shore, if such should be the case, however, you can rest assured that the remains will be accorded proper care and given the funeral directed in Navy Regulations; likewise you will be informed by telegraph.

About the time your son disappeared as well as before and after, men were transferred to the United States and places on this island. But there is absolutely no possibility that he could have joined any such detachment without it being known. We would have surely heard about it. The clothes in which marines perform duty, to go on liberty and so forth is a field hat, khaki flannel shirt, trousers, leggings and shoes.

As previously stated, your son left certain effects which were collected and which in accordance with the Navy Regulations in case of desertion must be sold, the proceeds being turned in to the Government. If at some subsequent date a man who has been dropped as a deserter surrenders himself and the mark of desertion for some reason or another is removed from his record by competent authority, he is given credit for whatever was to his credit at the time he left the service. The articles in question are in the custody of the regimental quartermaster and will in the near future be sold. But there is nothing to prevent any one who wishes to do so to buy them with the object in view of turning the effects over to you, and I have mentioned this name to the chaplain and it will be borne in mind when this sale takes place. It is being understood that whoever does this will receive refund from you. It must be borne in mind, however, that though so may be arranged the fact remains that the purchaser has the right to dispose of the articles as he sees fit.

I do not believe that I am able to give you any further information than I have in my first letter, and in this. I only wish that I could and that such information will be of an encouraging nature. As far as the action of a person who may be demented is concerned I consider it that this is something a physician is in a better position to intelligently discuss than am I. There is, however, no positive proof to the effect that your son Pvt. Langley was demented and on that account no other action could be taken upon his disappearance and failure to return within the specified time of 10 days than to consider him a deserter.

I have shown your last letter to the chaplain who informed me that he has also written to you and I most sincerely trust that he, as a minister of the gospel, may have been able to present this case to you in a way which would bring comfort and resignation to you, parents, with whom, please believe, I most sincerely sympathize.

Very respectfully,

C. GAMBORG-ANDRESEN,  
Colonel, United States Marine Corps, Commanding.

The Secretary of the Navy has made report and recommendation on this bill as follows:

DEPARTMENT OF THE NAVY,  
OFFICE OF THE SECRETARY,  
Washington, February 16, 1930.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 12335) "To correct and amend the service and military record of Herbert Langley, United States Marine Corps," and requesting the views and recommendations of the department thereon, I have the honor to inform you that all the information before the department at this time tends to establish the fact that Pvt. Herbert Langley, United States Marine Corps, met his death on February 24, 1919, in some manner unknown to the authorities of the Marine Corps Headquarters, Third Regiment, Second Provisional Brigade, San Domingo City, Dominican Republic.

Every effort was made immediately thereafter to locate him or his body, but without avail. The fact that he has not returned to his home or been seen by anyone since his disappearance and the further fact that there was apparently no cause for desertion on his part leaves the department of the opinion that he did not intend to desert, but met his death in some unexplained manner on the date above mentioned.

The department therefore recommends that bill H. R. 12335 be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

[No. 164.]

A HEARING ON THE BILL

H. R. 3251.

FOR THE RELIEF OF GEORGE F. STEDMAN.

Before the Subcommittee on Private Bills of the Committee on Naval Affairs, House of Representatives.

Monday, February 16, 1920.

The subcommittee being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.

Mr. PETERS. We will now take up for consideration H. R. 3251, a bill for the relief of George F. Stedman. This is a bill to expunge the charge of desertion from the record of a sailor in the Civil War.

Statement of HON. JOHN I. NOLAN, a Representative in Congress from the State of California.

Mr. NOLAN. Mr. Chairman, I understand an adverse report has been made by the Navy Department on this bill.

Mr. PETERS. Had I not better read the report first? This is the report on the bill by Secretary Daniels under date of October 3, 1919:

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, 1919, inclosing a bill (H. R. 3251) for the relief of George F. Stedman, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

The records of this department do not contain the name of George F. Stedman as having enlisted during the year 1863, but do show that one Franklin Stedman enlisted at Cincinnati, Ohio, May 27, 1863, for two years as a seaman, and served in the *Clara Dolson* and *Corington*. The report of the Auditor for the Navy Department for that year shows Stedman as a deserter from the *Corington* October 10, 1863, but the records of the Bureau of Medicine and Surgery show this man admitted on the last mentioned date to the naval hospital, Pinkney, Memphis, Tenn., from the *Corington*, and to have deserted from that hospital November 5, 1863.

Upon an informal inquiry addressed to the clerk of the Senate Committee on Naval Affairs in 1910, for such data as he might have on the service of Stedman, submitted in his claim for consideration, it was ascertained that he alleged enlistment in the United States Navy in 1863, serving in a vessel (name forgotten) of the Mississippi Flotilla, commanded by an officer named Lord, and to have been in the naval hospital, Memphis, Tenn. The records of the department show that the *Corington* was commanded at that time by Acting Volunteer Lieut. George P. Lord. To this extent only is there any connection between the allegations of George F. Stedman and the record of Franklin Stedman.

It will be noted that, presuming the George F. Stedman now seeking relief to be the one and the same with Franklin Stedman, he served less than six months of his enlistment of two years and that he deserted in the midst of the Civil War.

In view of the foregoing, the department does not find anything in this case which would warrant a digression from its constant policy of disapproving legislation of this nature, and therefore recommends that the bill H. R. 3331 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

Mr. NOLAN. Mr. Chairman, this is a case where a man enlisted in the Navy, and according to his statement, which is fairly borne out by the facts, before the term of enlistment of six months, as he understood it, he was taken sick and went to the hospital. By the time he was discharged from the hospital the boat he was on had left and he enlisted in the Cavalry, and afterwards when it was found out the charge of desertion was entered against him and he was deprived of any benefit that might come to him from having been in the Army.

I presume this is a case similar to cases with which the committee has had to deal, of a lot of youngsters enlisting at 12, 13 or 14 years of age, and as soon as the war was over, never figuring on the matter of a pensionable status, they took it for granted that the time had come for them to go home, and from that time on there were a number of men in that same situation. But we were more careful with our records of the men in the World War, so that they are enabled to take care of their interests. But there were lots of cases where men enlisted in the Army in the Civil War who were anxious to go home at the close of the war, and went home. This young man was 14 years old at the time, and there are some circumstances connected with this case which I would like the committee to give consideration to. I would like to read to the committee a letter which I received from Mr. Stedman in reference to this matter. He says:

SAN PEDRO, CALIF., December 3.

MR. J. L. NOLAN,  
*Congressman, Washington, D. C.*

DEAR SIR: Please find card inclosed as per request. I beg you to read the following truthful statement, and give the same due consideration. I was informed that my enlistment in the Navy was for six months. I believed that I had served the six months within three or four days. The following day after taking part in the Battle of Helena, Ark., we went to a disabled gunboat, and in trying to tow her off the bank the bight of the tow-line became jammed between our rudder and sternpost. I proposed and volunteered to saw it off both sides of the rudder. In doing so I was up to my neck in the water, thereby becoming ill with malaria, which caused me 10 months of serious suffering, during which time I did duty as a member of Company F, Missouri Cavalry Volunteers, in which I enlisted on the 9th of November, 1863, and served until the 6th of June, 1865. From the gunboat *Covington* I was left in the hospital at Memphis, Tenn.

Believing later on that I was well, I secured permission to leave the hospital. I soon learned that the *Covington* had gone up the Red River into Texas, where it was impossible for me to get to her. There was no Navy or Navy officer at Memphis to report to. I could not live in Memphis and I went to St. Louis, Mo., where I enlisted in the Army. I did not intentionally desert the Navy. The Navy deserted me. Senator Perkins stated that it was a technical act or indiscretion on the part of an inexperienced youth, as I was but 14 years of age. Through my mother's death when I was four years of age I did not know my right name until 1873. On account of the large amount of service I rendered the United States Government during the Civil War and since time, having been an honest, industrious, good citizen all my life, I am

ed that the charge of desertion which was forced upon me should be  
 and I should be given an honorable discharge in my right name from  
 y, as I have an honorable discharge from the Army, and as a member  
 G. A. R., therefore I humbly beg you to get a bill passed that will  
 the charge of desertion pending against me. Senator Perkins prom-  
 that he would assist in the passage of the bill. Inclosed is a copy of  
 dual bill introduced by Senator Perkins, who has my affidavit.

most respectfully,  
 Yours, very truly,

GEORGE F. STEDMAN,  
 4446 Embarcadero Street, San Francisco, Calif.

ke it from that that he still has his honorable discharge from  
 my and wants an honorable discharge from the Navy.

KRAUS. Have you secured a report either from The Adjutant  
 al here or in the State of Missouri showing that he was a  
 er of the Missouri organization and confirmed the dates?

NOLAN. He has an honorable discharge from the Army.

KRAUS. He speaks of further service in the Army after his  
 with the Missouri organization.

NOLAN. He says:

duty as a member of Company F, Missouri Cavalry Volunteers, in  
 I enlisted on the 9th of November, 1863, and served until the 6th of  
 1865—

he gets his honorable discharge from the Army for that

KRAUS. He reenlisted later on.

NOLAN. He says:

the gunboat *Covington* I was left in the hospital at Memphis, Tenn.  
 ag that I was well, I secured permission to leave the hospital. I soon  
 that the *Covington* had gone up the Red River into Texas, where it  
 possible for me to get to her. There was no Navy or Navy officer in  
 is to report to. I could not live in Memphis, and I went to St. Louis,  
 here I enlisted in the Army.

it is the service.

KRAUS. If you can get the record from either one of these  
 izations showing that he actually became a member and served  
 listment that will put this in a different class of cases.

NOLAN. A man can not get a pension as long as he has a charge  
 action against his record. This man is a member in good stand-

Mr. NOLAN. That is true; but I had who drew a pension under one service had been listed as a deserter in another.

Mr. STEPHENS. It was through his information learned that he was the same boy.

Mr. NOLAN. He is an unusual man on occasions, and the thing that bothers me is the desertion hanging over him. He is a man for the Republic and is an old man, and of his age it would be a fair proposition to take him up.

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[No. 165.]

A HEARING ON THE BILL

H. R. 8709.

**THE REINSTATEMENT OF DOUGLAS WALDRON GRAHAM IN  
THE UNITED STATES NAVAL ACADEMY AT ANNAPOLIS.**

are the Subcommittee on Private Bills of the Committee on  
Affairs, House of Representatives.

Tuesday, February 17, 1920.

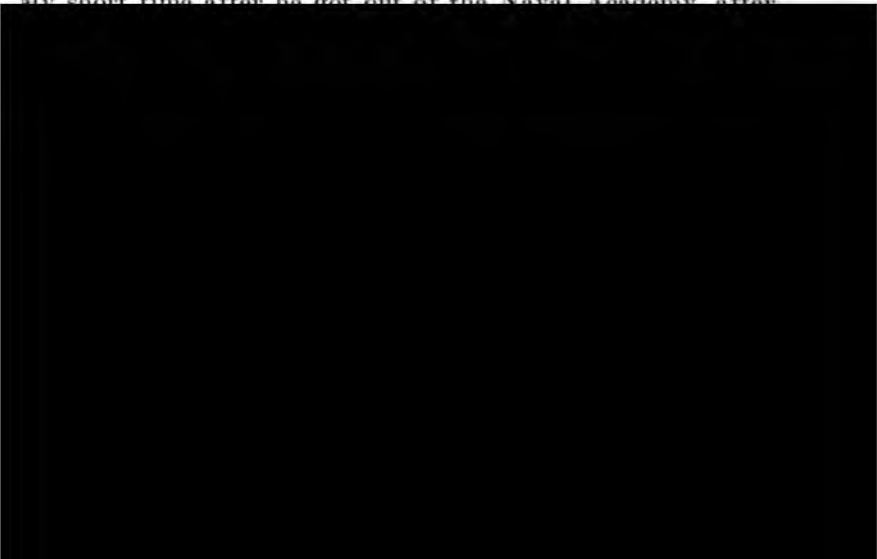
subcommittee being in session, Hon. John A. Peters, chairman  
subcommittee, presiding:

PETERS. We will hear Mr. Platt.

ment of HON. EDMUND PLATT, a Representative in Congress from  
the State of New York.

PLATT. Gentlemen, my matter is a very simple one. It is H. R.  
bill to reinstate Douglas Waldron Graham in the United  
Naval Academy.

bill has been sent to the Bureau of Navigation and to the  
nt Secretary, and I think it has been before the Secretary, and  
oarently have not reported on it and do not seem to want to  
on it at once. It is a somewhat peculiar case. This boy was  
Naval Academy for two years and passed his examinations for  
e and all of the examinations, and then was thrown out be-  
f a defect in his hearing, which the doctors who treated him  
said was not permanent and could be cured. Within a com-  
sly short time after he got out of the Naval Academy, after



went to the Naval Academy office and a formal report was made it, the objection being merely on the ground that he was over years old. The bill does not ask that he be taken back without physical examination. It provides that he shall successfully pass the physical tests. If there is anything the matter with his being he would not be allowed in, but if he has been carried two years in the academy and one year in the Navy besides, it would seem there is no reason why he should not be recommended, as I want midshipmen.

Mr. KRAUS. That is a case of the kind that should appeal to Secretary Daniels. Why did you not take it up with him?

Mr. PLATT. I have been waiting to see Mr. Daniels personally.

Mr. PETERS. Very well, then. I suggest that we pass the bill over until you can get a statement from Secretary Daniels, and then we will take it up.

Mr. PLATT. I will do so. I will add this, that I know this man personally, know his father and his family, and he lives in my town.

Mr. McPHERSON. What age is he?

Mr. PLATT. I think he is not much over 21. He was not over 20 when this bill was introduced, which was last August. He is the age he would be at if he had stayed in the academy. It is possible he may be 22 now.

Mr. PETERS. It would seem that these reports are made in somewhat perfunctory manner by the Secretary of the Navy.

Mr. VENABLE. He refers these matters to some bureau, and then he prepares a letter for his signature. Of course, the Secretary, with hundreds of bills before him, could not give his personal attention to each, to look into the facts of each.

Mr. PETERS. As suggested, this is a case that should appeal to the Secretary, as he is friendly to boys and young men who are trying to secure advancement.

Mr. PLATT. I thank you very much for this opportunity.

Mr. PETERS. Submit the letter when you get it from Secretary Daniels.

Mr. PLATT. Yes, sir.

[NOTE.—Committee requested department to submit its views and recommendations on this case under date of Aug. 29, 1919; acknowledged, but report not yet received.]

[No. 166.]

A HEARING ON THE BILL

H. R. 853,

FOR THE RELIEF OF MILES SWIFT.

Before the Subcommittee on Private Bills of the Committee on  
Affairs, House of Representatives.

Tuesday, February 17, 1920.

Subcommittee being in session, Hon. John A. Peters, chairman  
subcommittee, presiding.

Statement of HON. HENRY Z. OSBORNE, a Representative in  
Congress from the State of California.

OSBORNE. Mr. Chairman, I desire to direct your attention to  
H. R. 853, a bill for the relief of Miles Swift. This man enlisted in  
the Navy in September, 1861, for three years.

PETERS. It is a case of desertion?

OSBORNE. Yes. He served until August, 1864, and was fur-  
loughed until a few days before the end of his term. He served his  
years. He enlisted as a third-class boy; so you will see he  
have been very young at that time.

PETERS. What was his age?

OSBORNE. He is now 75. He says in a letter to me that when  
he was furloughed, within a month of the end of his term of service,  
he thought the thing was all over. The Secretary of the Navy states  
he deserted on August 15, 1864. His time was up in September,

PETERS. At what age did he desert?

OSBORNE. August 15, 1864, is the date fixed by the Secretary  
of the Navy. Mr. Swift, in his letter to me, says: "I enlisted in the

In 1893 he was given a pension of \$12 a month, and that continued until September, 1911, when this former service in the Navy was discovered and he was taken off the pension rolls.

Mr. PETERS. They never tried to get any money back?

Mr. OSBORNE. I do not suppose they could. This is a peculiarly meritorious case. Here is a man who has actually done his full service of three years. He found he had made a mistake by going off without getting his discharge, which I know from personal experience was the case with many men at the end of the Civil War. When he found he had done wrong he enlisted in the Army, and was in the Army service for over a year and was honorably discharged from the Army at the end of the war. In doing that he acted in good faith in the matter. He is a one-armed man; he lost his left forearm, not in the service, but after the war. He is now a mail orderly in the Pacific branch of the National Home for Disabled Volunteer Soldiers in Los Angeles County, Calif. I have letters from the governor of the home and other officers of the home certifying to his excellent character, saying, "He is a good member of the home and is very capable and painstaking in all his work and the work in behalf of the home here."

He enlisted in one of the fighting regiments of the Civil War, the One hundred and sixty-ninth New York, which was an Irish regiment and had a magnificent record.

It is evident from the letter of the Secretary of the Navy that very scant attention was given to the facts in the case. The mere fact that he was charged with desertion was assumed to be conclusive, and I ask the very careful attention of the committee to the facts in the case.

Mr. McPHERSON. Is this his first effort to clear up his record?

Mr. OSBORNE. So far as I know. I introduced this bill on May 19, the first day of the extra session of this Congress.

Mr. McPHERSON. When was he dropped from the pension roll?

Mr. OSBORNE. He was dropped from the pension roll in 1911, and if he has made any application to have his record cleared, I do not know it.

Mr. McPHERSON. He was on the pension roll under the service pension act?

Mr. OSBORNE. Yes; because of his military service. Then they discovered this situation with regard to his naval service. But he had performed his full service in the Navy and was entitled to an honorable discharge.

The Secretary of the Navy speaks of it as being desertion in time of war, but it was not desertion in spirit; he thought he had served his term.

Mr. PETERS. At the close of the Civil War a great many men left the Army and Navy and went home without waiting for their discharges.

Mr. OSBORNE. Yes; I know personally of a number of such cases, where the men were in hospitals when the war ended, and they said "We will get out of here and go home," and they did.

Mr. PETERS. There is no moral turpitude involved, and no intention to desert, as we understand the term ordinarily.

Mr. OSBORNE. That is true, and in this case the war was not yet over, and this man went into a fighting regiment and served a year.

PETERS. In many cases they were not running away.

OSBORNE. No.

Report of the Secretary of the Navy on this case follows:)

DEPARTMENT OF THE NAVY,  
*Washington, October 3, 1919.*

DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11, enclosing a bill (H. R. 853) for the relief of Miles Swift and requesting the views and recommendations of the department thereon, I have the honor to state as follows: Records of the department show that one Miles Swift enlisted in the Navy on December 12, 1861, at Boston, Mass., for three years as third-class boy, and served on the *Vermont*, *Flambeau*, and *New Ironsides* to August 15, 1864, when he deserted. The case of Swift is practically no different from that of a number of other cases in which members of the Navy deserted in the midst of hostilities and for which relief has previously been asked. It has been a constant practice of the department to disallow such cases and no special reason has been found to warrant the department from departing from this well-established practice.

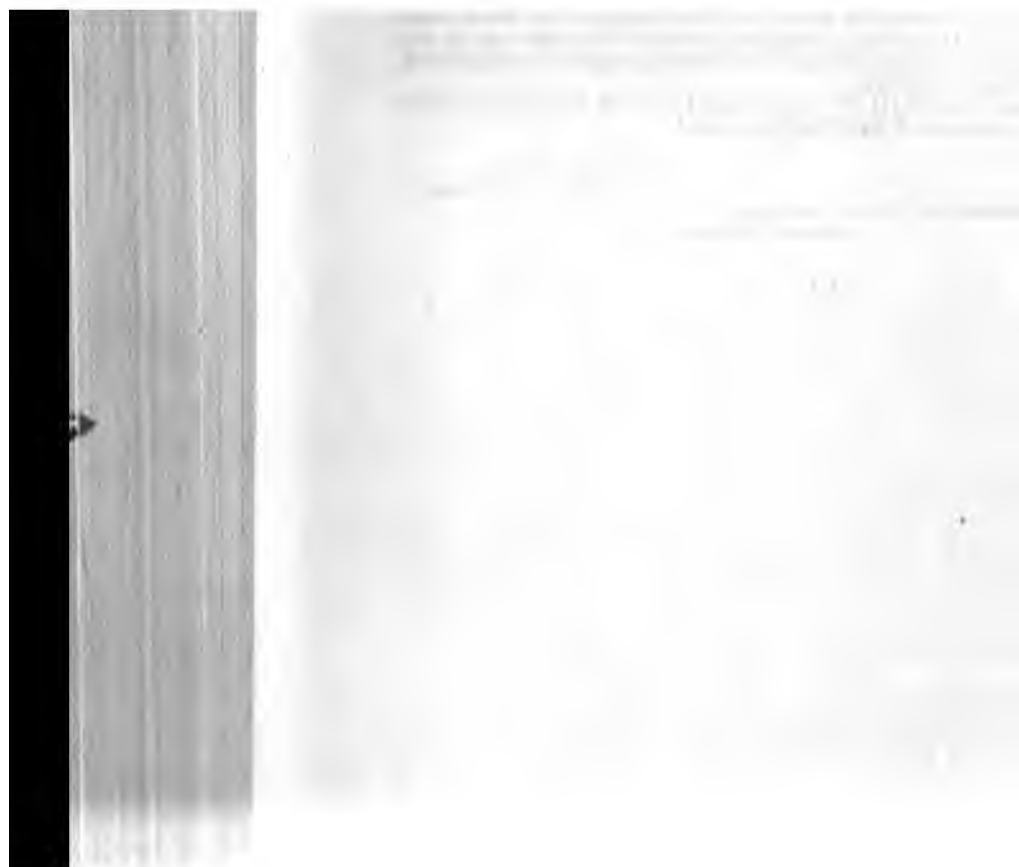
Consequently, of the foregoing the bill (H. R. 853) does not meet with the approval of the department, and it is recommended that it be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

○



[No. 167.]

**A HEARING ON THE BILL**

**H. R. 5899.**

**THE RELIEF OF KENNETH S. COOK, STOREKEEPER,  
SECOND CLASS, UNITED STATES NAVY.**


Before the subcommittee on private bills of the Committee on  
Affairs, House of Representatives.

**Tuesday, February 17, 1920.**

Subcommittee being in session, Hon. John A. Peters, chairman  
subcommittee, presiding.

Statement of **HON. WILLIAM W. WILSON**, a Representative in  
Congress from the State of Illinois.

**WILSON.** Mr. Chairman, I desire to call your attention briefly  
to H. R. 5899, a bill for the relief of Kenneth Cook.  
The man enlisted in the Navy in 1916. At that particular time  
he was at Portsmouth, Va., and while there one day he got a leave of  
absence for a day, and while he was out he got on a street car and,  
I understand it, was returning to his quarters when he was taken  
suddenly ill with appendicitis, became unconscious, and they took him  
to a hospital there at Portsmouth. When he regained consciousness  
he told the surgeon in charge there not to operate on him because  
it should be done by the naval officials. The surgeon at the hospital  
advised him that he would have to be operated on immediately if his life  
was to be saved. I understand he called the hospital officials of the  
Navy and told them the condition of the boy and they came back  
and told the boy that the officials in the navy yard told them to oper-  
ate on him, which they did.



Mr. PETERS. Admiral Braisted says he very much regrets that the law has that provision.

Mr. WILSON. It certainly looks like a very deserving case.

Mr. PETERS. I think the Government ought to take care of that.

Mr. McPHERSON. The general law prevents the payment being made.

Mr. WILSON. This is a case where this boy was taken sick and became unconscious and it was an emergency case.

Mr. PETERS. It seems as if the Government ought to pay the bill.

#### STATEMENT OF KENNETH COOK.

U. S. S. "NEW HAMPSHIRE," October 8, 1917.

To: W. W. Wilson, House of Representatives, Washington, D. C.

Subject: The bill of K. S. Cook, from the Norfolk Protestant Hospital, the 7th day of June, 1917.

(1) Was taken sick on street car at 12.30 the night of June the 5th, and taken to the nearest hospital, which was the Protestant Hospital, and recovered from a state of unconsciousness, and was told that I would have to be operated on at once.

(2) I told the doctor that I could not pay for such an operation as I did not draw but \$26 a month, and that he should call the naval hospital at Portsmouth, Va., and inform them first.

(3) I was informed that the naval hospital told them to perform the operation at once, and the Navy would make good any expense that came up. I was operated on at 1.15 that morning.

(4) I returned to the ship 12 days later, the bill for my expense at the hospital was acknowledged by the senior medical officer and the captain of the *New Hampshire* and sent to the department.

(5) The comptroller ruled that the Navy could not pay the bill and that it was considered a personal bill.

I, K. S. Cook, acknowledge this to be the truth to all statements made.

U. S. S. "New Hampshire," New York, N. Y.

Witness of two reliable men:

H. PRACY CROZIER,

Care of Postmaster, New York.

U. S. S. "New Hampshire."

K. B. KENNEDY,

Care of Postmaster, New York City.

U. S. S. "New Hampshire."

This has been approved by the senior medical officer, H. E. Jenkins U. S. S. *New Hampshire*.

(Report of the Surgeon General, United States Navy, on this case is as follows:)

WASHINGTON, D. C., September 1917.

MY DEAR JUDGE BUTLER: Mr. Pugh has handed me the inclosed letter from Congressman William W. Wilson, with regard to the medical expenses of Kenneth S. Cook, storekeeper, second class, United States Navy.

In this connection I would say that the claim of Mr. Cook has been sent to the bureau and could not be allowed, on account of numerous decisions of the comptroller, in which it has been held that such expenses incurred by an officer or enlisted man while on leave or liberty or furlough may not be allowed.

In his decision of April 6, 1915 (S. & A. Memoranda No. 170, p. 354), the comptroller sets forth that there is no obligation on the part of the Government to furnish medical or hospital treatment to enlisted men when they are absent from their duty accord from the facilities furnished by the Government for such care.

In this instance it appears that Cook was taken suddenly ill with acute appendicitis, and that while in an unconscious condition he was taken to the Norfolk Protestant Hospital, where he received treatment until he was returned to duty on board his ship; he was on authorized liberty at the time of the occurrence, and there is nothing to show that he voluntarily sought other aid than naval medical aid, as he was unconscious.

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at the time. The payment of these expenses, amounting to \$157, will work a hardship to the individual in this case, as it is understood that his rate of pay is about \$26 per month.

But that under the law as construed by the comptroller the bureau was unable to make this expense as a public charge.

Yours, very truly,

W. C. BRAISTED,  
*Surgeon General, United States Navy.*

THOMAS S. BUTLER,  
*Chairman Naval Affairs Committee, House of Representatives,*  
*Washington, D. C.*

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A HEARING ON THE BILL

H. R. 5944.

**TO REMOVE THE CHARGE OF DESERTION STANDING AGAINST  
KENNETH MCKENZIE, ORDINARY SEAMAN, UNITED STATES  
NAVY.**

Before the Subcommittee on Private Bills of the Committee on Naval Affairs, House of Representatives.

**Tuesday, February 17, 1920.**

The subcommittee being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.

**Statement of HON. CLARK BURDICK, a Representative in Congress  
from the State of Rhode Island.**

Mr. BURDICK. Mr. Chairman, I have a very brief matter to present in relation to H. R. 5944.

Mr. PETERS. This is a case where you want a charge of desertion removed?

Mr. BURDICK. Yes, sir.

Mr. PETERS. You are aware that the Secretary of the Navy has uniformly advised against that?

Mr. BURDICK. Yes. This man served on board several vessels in the Civil War, and the Secretary has advised against the passage of the bill, as there appears no evidence which would warrant the removal of the charge of desertion. I have an affidavit here from the man himself, and it appears that he served on three vessels. He was then 25 years of age. On May 1, 1865, he was on the *Chippewa* and was informed by the commander of the *Chippewa* that that vessel was about to go on a long cruise to a foreign station and he was directed to report on board the receiving ship for discharge. He was a three-years' man, or enlisted for the duration of the war. The war was over and he had been supporting his mother and his sister, and a call came at that time from them, an urgent call for money. He had a chance to embark upon a fishing vessel where he could make enough money to support his mother and sister, and feeling that he had done his duty toward his country and that it was a mere formality to await his legal discharge, he shipped on board this fishing vessel. This matter was handed down to me by my predecessor, Mr. O'Shaunessey, who had the matter in charge. This man is 75 years of age.

Mr. PETERS. Has this matter been up before?

Mr. BURDICK. I understand not; I could find no record of it. These are very worthy people. I understand that this sort of thing has been done in previous cases, and it is done, of course, with the idea of having his record cleared so that he may obtain a pension.

Mr. PETERS. You say there are precedents for this kind of action?

Mr. BURDICK. I think I can get you some precedents. I have been so informed. I will leave this affidavit with the committee.

Mr. McPHERSON. This man served a full enlistment?

Mr. BURDICK. No; he did not. He was enlisted for three years, or for the duration of the war. The war was over and his services were no longer required. He was ordered from the ship where he was serving to the receiving ship to be discharged.

Mr. VENABLE. Was he discharged?

Mr. BURDICK. No; because he did not report to the receiving ship. He left the *Chippewa* and was ordered to report to a receiving ship, there to be discharged.

Mr. VENABLE. He did not report to the receiving ship?

Mr. BURDICK. In the meanwhile, after he had left his own ship, where he had served faithfully, he had this chance to go with this fishing fleet and he went.

Mr. McPHERSON. Have you his military record, aside from this affidavit?

Mr. BURDICK. Only what is shown in his affidavit, supported by an affidavit of his wife.

Mr. KRAUS. Did you state how old he was at the time he was in the Navy?

Mr. BURDICK. He was 25 years of age. When the affidavit was made in 1915 he was 75 years of age, and that would make him 25 years of age in 1865.

Mr. KRAUS. Have you been able to secure any corroborating evidence that he was ordered to the receiving ship, or is his own statement the only evidence you have on that point?

Mr. BURDICK. The only evidence on that point, I think, is his own statement.

#### STATEMENT OF KENNETH M'KENZIE.

*To the honorable the Senate and the House of Representatives of the United States of America in Congress assembled;*

Your petitioner respectfully represents that his name is Kenneth McKenzie; that his age is 75 years; that he is a resident of Bristol, county of Bristol, State of Rhode Island; that his post-office address is 460 Thames Street, Bristol, R. I.; that on January 5, 1865, he enlisted in the United States Navy as an ordinary seaman at Brooklyn, N. Y., for three years "or the war," and was assigned to U. S. S. *North Carolina*, from which ship he was transported on U. S. S. *Malvern* to Fort Fisher, where he was placed aboard U. S. S. *Chippewa*, where he remained and served faithfully until May 1, 1865; that about that time Capt. Porter, commanding officer of U. S. S. *Chippewa*, informed this affiant that the said U. S. S. *Chippewa* was about to enter upon a voyage of lengthy duration to a foreign station and that it was the intention and desire of the said commander to take with him only those of the crew who were to remain in the service of the United States subsequent to the close of the Civil War; that he explained to this petitioner that as he had enlisted for three years, "or the war," that his services were no longer required because the war was practically over; that the said Capt. Porter advised him that in consequence of these facts he should leave the U. S. S. *Chippewa* and go aboard the receiving ship and remain there until his discharge should have been given to him; accordingly he left the U. S. S. *Chippewa* under the instructions of the said Capt. Porter, but for the following reasons did not report aboard the receiving ship, namely: That he and his brother Daniel had been and were obliged to permanently provide for the maintenance of their mother, Elizabeth (then over 60 years of age), and he, this petitioner, had been contributing toward the support of his sister, Elizabeth Jillson, whose husband was never able to work after having incurred an injury by a fall while at his work, and he desired to continue this assistance to his said sister; therefore as he understood that his country no longer needed nor wanted his services, and not knowing how long he might be detained aboard the receiving ship, the realization of his filial duty to his mother in the matter of her care and support and the urgent necessity of his aiding his sister, he decided to immediately seek employment on a mackerel fishing fleet, where he knew he could earn enough to easily

enable him to fulfill his obligations; that in thus neglecting to obtain an honorable discharge from the United States Navy he felt satisfied that he was not shirking his duty nor evading any responsibility assumed by his enlistment and his only object being (inasmuch as he could be of no further use to his country) to waste no time in securing employment as aforementioned, for the purpose aforementioned; that his said mother, brother, sister, and her husband are now deceased.

In view of the above related facts and circumstances he respectfully begs that for pension purposes your honorable bodies may see fit to declare him to have been honorably discharged from the naval service of the United States on May 1, 1865, and as in duty bound he will ever pray.

KENNETH MCKENZIE.

STATE OF RHODE ISLAND,  
*County of Bristol, ss:*

Subscribed and sworn to before me at Bristol, R. I., on this 23d day of January, A. D. 1915, by the above-named Kenneth McKenzie, and I hereby certify that I have no interest, either direct or indirect, in the prosecution of this case.

[SEAL.]

HENRY R. KEENAN, *Notary Public.*

STATE OF RHODE ISLAND,  
*County of Bristol, ss:*

In the matter of petition of Kenneth McKenzie, United States Navy, for the removal of the charge of desertion.

On this 23d day of January A. D. 1915, personally appeared before me, a notary public in and for the county and State aforesaid, duly authorized to administer oaths, Ella McKenzie, aged 60 years, a resident of Bristol, county of Bristol, State of Rhode Island, whose post office address is 460 Thames Street, Bristol, R. I., well known to me to be reputable and entitled to credit, and who, upon being duly sworn according to law, declared in relation to the aforesaid case as follows: That she has been well and intimately acquainted with the above-named Kenneth McKenzie for the last 50 years, and can state of her own personal knowledge that during his employment in the United States Navy during the Civil War he and his brother, Daniel, supported their mother, Elizabeth, and that he assisted his sister, Elizabeth, financially, whose husband was incapacitated for the performance of any work; that his said mother, brother, sister, and her husband, are now all deceased.

She further declares that she has no interest in this case.

ELLA MCKENZIE.

STATE OF RHODE ISLAND,  
*County of Bristol, ss:*

Subscribed and sworn to before me at Bristol, R. I., on this 23d day of January A. D., 1915, by the above-named affiants, and I hereby certify that I have no interest, either direct or indirect, in the prosecution of this case, and I hereby certify that all erasures and additions were made before final execution.

[SEAL.]

HENRY R. KEENAN, *Notary Public.*

(The report of the Secretary of the Navy on this case is as follows:)

DEPARTMENT OF THE NAVY.  
*Washington, October 3, 1919.*

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing a bill (H. R. 5944) to remove the charge of desertion standing against Kenneth McKenzie, ordinary seaman, United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to inform you that the records of the department show that one Kenneth McKenzie enlisted in the Navy on January 5, 1865, at Brooklyn, N. Y., for a period of three years as ordinary seaman, served in the *North Carolina*, *Malvern*, and *Chippewa* to May 1, 1865, on which date he deserted from the naval service.

The department is without evidence which would warrant the removal of the mark of desertion from the record of Kenneth McKenzie, and in view of this fact it is recommended that the bill H. R. 5944 be not enacted.

Sincerely yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 169.]

A HEARING ON THE BILL

H. R. 3215,

FOR THE RELIEF OF I. C. JOHNSON, JR.

Before the Subcommittee on Private Bills of the Committee on Naval Affairs, House of Representatives.

Tuesday, February 17, 1920.

The subcommittee being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.

Statement of **HON. H. GARLAND DUPRÉ**, a Representative in Congress from the State of Louisiana.

Mr. DUPRÉ. Mr. Chairman, I desire to bring to your attention H. R. 3215, for the relief of Commander I. C. Johnson, jr.

Mr. Venable will doubtless recall this case which I presented at the same time I presented the previous case, assisted by my colleague, the late Gen. Estopinal.

This case has been pending for a number of years. It grows out of the fact that when Commander Johnson was an ensign he was ordered to take his examination for promotion for advancement to the grade of lieutenant, junior grade, and he failed in the subject of navigation. He was subsequently given an opportunity to take the examination again, and he passed.

For the first time in his case, the law that had been on the statute books for a great many years was applied, and it provided that he should be reduced in rank because of his failure, and as a result of that Commander Johnson lost 40 numbers. The object of the bills that have been introduced in his behalf has been to restore him to his regular rank. The position that is taken is, that had the board which made this recommendation for his demotion felt that the department was going to strictly adhere to this rule they would not have made such a recommendation, and the reports on these bills show that subsequently the department has been very much less severe in cases of this character and has allowed them to retake the examination, and they have not been so strict.

Mr. PETERS. In the report of the committee in the Sixty-fourth Congress, first session, it is stated:

At the time the examining board made its recommendation in Ensign Johnson's case it was not aware of any change in policy of the department, and the evidence before the committee demonstrates that the board would not have made that recommendation had they been aware of that fact.

Mr. DUPRÉ. That is the position I take. That report from which the chairman has just read is Report No. 864, Sixty-fourth Congress, first session, in connection with H. R. 9095, the report being made by my late colleague, Gen. Estopinal. It followed in exact words the previous reports on that subject, Report No. 977, Sixty-third Con-

gress, second session, which was written by Judge Witherspoon, who gave the matter very close attention and came to the conclusion that this relief was justified.

I will say there were two young men similarly situated at the time. I have forgotten the name of one of them, but the other was Richard Phillip McCullough. His case was practically the same, and a favorable report was made in his name by Mr. Witherspoon. I think at the subsequent Congress a favorable report was made by Mr. Butler, the present chairman of this committee.

I do not care to thrash out the matter any further. You gentlemen are very familiar with the matter, and my understanding at the last hearing was that the subcommittee was favorable to it, but by some misunderstanding when it came before the full committee it was delayed, but really it was not because of any hostility to the bill but because the committee wanted to clear it up further, and then the legislative jam came and the matter never saw daylight.

(The report of the Secretary of the Navy on this case is as follows:)

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing bill (H. R. 3215) for the relief of I. C. Johnson, jr., and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

The records in the case of Isaac C. Johnson, jr., show that he was appointed a naval cadet September 22, 1900; graduated from the Naval Academy February 1, 1906; appointed an ensign February 2, 1906; appointed lieutenant (junior grade) February 2, 1909; was examined for promotion to lieutenant in March, 1909, but failed professionally on account of his lack of proficiency in navigation, and was suspended from promotion for the period of one year, in accordance with the provisions of section 1505 of the Revised Statutes.

Just prior to the date of his failure to qualify professionally in his examination for promotion to the grade of lieutenant, there had been quite a number of cases where officers barely failed to make the mark required for promotion and where the department withheld action for a time, giving them the opportunity to demonstrate their professional fitness by means of another, or more aptly, further examination. Such cases became so numerous, however, that it was decided to discontinue this practice and follow the provisions of section 1505 of the Revised Statutes strictly. Lieut. Commander Johnson was one of the first to be subjected to this new ruling, and while the margin of his failure was small, the department saw fit at that time to apply the law strictly to his case, and has not at any time since seen fit to favorably consider proposed legislation to restore to him the numbers lost, or to make any restoration even in part. To restore these lost numbers or any portion of them would create an embarrassing precedent and would no doubt be taken advantage of by any and all officers who had lost numbers under the same or similar circumstances.

In view of the foregoing, the department recommends that bill H. R. 3215 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

( )

[No. 170.]

A HEARING ON THE BILL

H. R. 9087,

FOR THE APPOINTMENT OF LIEUT. COMMANDER CHARLES W. MOOTS TO THE PERMANENT MEDICAL CORPS OF THE NAVY.

Before the Subcommittee on Private Bills of the Committee on Naval Affairs, House of Representatives.

Tuesday, February 17, 1920.

The subcommittee met at 10.30 o'clock a. m., pursuant to adjournment, Hon. John A. Peters, chairman of subcommittee, presiding.

Mr. PETERS. Gentlemen, we will first consider H. R. 9087, a bill for the appointment of Lieut. Commander Charles W. Moots to the permanent Medical Corps of the Navy. Gen. Sherwood desires to make a statement in regard to the matter.

Statement of HON. ISAAC R. SHERWOOD, a representative in Congress from the State of Ohio.

Mr. SHERWOOD. Mr. Chairman, I know Dr. Moots; he lives in my town of Toledo, Ohio. I know he is a first-class surgeon and a high-class gentleman and scholar. This bill looks to me to have real merit. The bill is sufficiently guarded, as you will discover, and it is left entirely with the Secretary of the Navy, who is to have an examination of Dr. Moots's mental, moral, physical, and professional qualifications to perform the required duties, and without elaborating on the question, I believe it is a thoroughly meritorious case. Dr. Moots has rendered valuable service and is very highly indorsed, as the record will show, and I ask for a favorable report on the bill.

(The report of the Secretary of the Navy on this case is as follows:)

DEPARTMENT OF THE NAVY,  
Washington, November 6, 1919.

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

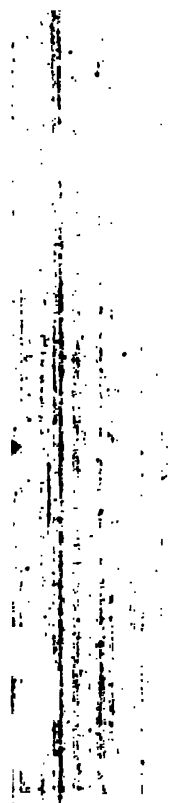
MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing a bill (H. R. 9087) for the appointment of Lieut. Commander Charles W. Moots to the permanent Medical Corps of the Navy and requesting the views and recommendations of the department thereon, I have the honor to inform you that the department has under consideration the general proposition of making members of the Naval Reserve Force eligible for transfer to the Regular Navy under certain conditions and does not desire to consider individual cases such as presented by this bill at this time.

It has been the constant policy of the department to look with disfavor upon proposed legislation of this character, except in specially meritorious cases, and there does not appear to be anything in the record of Lieut. Commander Moots which warrants his case being specially considered.

In view of the foregoing, the department recommends that the bill (H. R. 9087) be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.



[No. 171.]

A HEARING ON THE BILL.

H. R. 11800.

FOR THE RELIEF OF STANLEY MITCHELL.


Before the subcommittee on private bills of the Committee on Naval Affairs, House of Representatives.

Tuesday, February 17, 1920.

The subcommittee being in session, Hon. John A. Peters, chairman of the subcommittee, presiding:

Statement of HON. WILLIAM N. VAILE, a Representative in Congress from the State of Colorado.

W. N. VAILE. Mr. Chairman, I appear this morning in behalf of a bill which I have introduced in behalf of another tubercular officer, Lieutenant Stanley Mitchell. The bill is H. R. 11800, authorizing the President to place Stanley Mitchell, lieutenant, United States Naval Reserve, in the reserve force and place him upon the retired list. The case is complicated by a ruling of the Secretary of the Navy, which I will refer to, and which I think is in error, and which we have been unable to get past. This officer was appointed a midshipman on June 18, 1907, upon recommendation of Representative Gudger of North Carolina. On October 30, 1910, he was found by a Naval medical corps to be suffering from pulmonary tuberculosis, acquired in line of duty. He passed his semiannual examinations and was graduated from the Naval Academy in June, 1911, with his class. In April, 1912, after he had completed all professional requirements for his appointment to the rank of ensign, he was rejected by the Navy medical examining board as unfit for naval service by reason of pulmonary tuberculosis, and his resignation was asked for by the Navy Department and took



to active service, and the examining board ically fit. That was on April 5, 1917. He

I told my history of pulmonary tuberculosis to the examining board at the time of my appointment, April 5, 1917, for duty. Subsequently, in July, 1917, I was ordered to the Naval Academy, to determine my fitness for active duty. The examining board found that I did not have active tuberculosis; that I was "doubtless healed," and that I was "fit for active duty."

On the strength of this examination I was ordered to active service. After I was found to be suffering from active pulmonary tuberculosis, I was ordered to the Naval Academy hospital for treatment.

Mr. PETERS. How is he now?

Mr. VAILE. He is very much wasted from active service. In November, 1917, after he was found to have contracted in line of duty, the tuberculosis, he was ordered back to his original disease in the academy hospital for treatment.

Since March 20, 1918, he has been doing recruiting station at Denver, Colo. I know of no other services he has been extraordinarily efficient in. He is now a very much wasted man. He has tuberculosis in the advanced stage. Since he first contracted tuberculosis, he has spent four years in the hospital and three of those years have been spent in Asheville, N. C., and in the Naval Academy hospital. In the naval service he would be the rank of lieutenant commander.

A bill was introduced in Congress in December, 1918, on the retired list of the United States Navy. The bill was written by the chairman of the Naval Affairs Committee, Senator Swanson, under date of December 1, 1918, which he said:

In reply to your letter of 4 January, 1919, with reference to the bill, I am advised that it is the policy of the department to support the bill, except in specially meritorious cases. It would appear that the bill is not without considerable color of right.

The obvious purpose of the bill is to afford this officer a pension for disability sustained or sickness incurred while in the service. The bill is directed to the act of July 1, 1916 (Public Law No. 233), which provides for the retirement of reserve officers for physical disabilities. The bill would advise, therefore, withholding action on the part of the department until the bill has been ordered before a naval retiring board.

He went before a naval retiring board, in November, 1919, found that he was "incapacitated by tuberculosis, chronic pulmonary, and that the disability was incurred in the line of duty as the result of an incident of the service while in the service while a midshipman on duty at the Naval Academy in November, 1910."

The retiring board evidently thought that the disability was sufficient to place him on the retired list. The Secretary of the Navy ordered a new examining board to be directed the second retiring board to be dissolved, to find that his disability was not sufficient to place him on the retired list. This is the indorsement which he received from the examining board.

Found by naval retiring board incapacitated for sea service by chronic pulmonary, and that incapacity is permanent. He was found to be incapacitated for duty as a result of an incident of the service while in the Naval Academy in November, 1910. Attention is invited to the fact that the bill is providing for the retirement of officers of the Naval Academy who are found to be incapacitated for sea service by chronic pulmonary, and that incapacity is permanent.

"That no member of the naval force shall be eligible for retirement other than on account of physical disability incurred in the line of duty." Under date of July 11, 1919, the Secretary of the Navy directed that since the act of Congress last aforesaid refers to disability in the line of duty of Naval Reserve Force members its terms apply to that duty prior to the inception of a status in the Naval Reserve Force is intended within the letter or spirit of the law; consequently a known disability acquired prior to 5 April, 1917 (the date of your enrollment in the United States Naval Reserve Force), may not properly be considered by the board in arriving at its findings.

The practical result of that for this officer is that he is permanently removed from the service in which he served during the war; he has lost his pension rights because he now has the final official finding that his disability was not incurred in line of duty. I might add that the retiring board, acting upon this letter, did find that the disability was not incurred in line of duty. He has also lost his pension paid by him prior to the war. They have been invalidated by the war-risk insurance act, but he can not get compensation under the war-risk insurance act because that only applies to men who incurred disability in line of duty. Furthermore, there is the aspect of it, that the removal of a man of his record with the finding of disability incurred not in line of duty puts him, in case of no misconduct of his own, in the same class with men whose disability was incurred on account of unmentionable diseases.

VENABLE. I understand that this man was in the Naval Academy and was afterwards discharged because he had active tuberculosis acquired while there. He then apparently recovered and was employed as an instructor in the academy.

VAILE. Yes.

VENABLE. For how long?

VAILE. For one year, I believe.

VENABLE. Then he was examined when he went into the service of the Navy in this war, and the decision then was that it was sound?

VAILE. Exactly.

VENABLE. Of course, everybody has tubercular germs, so the question is to say. Assuming that this man had a predisposition to tuberculosis, which he did, of course, but had fully recovered, and was no longer a danger, but leaving this predisposition, and

Mr. VAILE. He would have to overcome the decision in the last report of the case, which is that the disability was not incurred in line of duty.

Mr. McPHERSON. The burden is on them to show that, and not on him.

Mr. VAILE. At all events, as the committee understand, the department has ruled that a man can not have both his compensation from war-risk insurance and his pay as a retired officer. This gentleman would very much prefer to take his pay as a retired officer, because he thinks his record of faithful service entitles him to that. You gentlemen will all recall the provision of the war-risk insurance act which provides that if a man is accepted for military service that fact is conclusive as to his soundness, no matter what his condition was then. The fact that the Government took him and made a soldier of him estops the Government from saying that he was not physically fit. That rule should, equitably at least, apply to this case. And furthermore I submit that the Secretary, with all due respect—and I know he would not take any action out of intentional harshness—I submit he is wrong on his legal proposition. His letter says here—

Mr. VENABLE (interposing). Who is the doctor, and where is he, who examined this man when he was taken into the service?

Mr. VAILE. I do not have that. I could get that for you. As you will remember, the Secretary said: "The Secretary of the Navy directed that since the act of Congress last aforesaid refers to physical disability in the line of duty of Naval Reserve Force members, its terms indicate that duty prior to the inception of a status in the Naval Reserve Force is not comprehended within the letter or spirit of the law." That construction would seem to me to be clearly shown by the language of the statute itself to be untenable because the statute says, "Service in the Navy, Marine Corps, etc.," shall be counted as continuous service in the Naval Reserve Force for the purpose of retirement and computing pay.

The matter of continuous service is not involved here. I cite this other clause from the same act merely as showing that the law was not intended to apply only to a man who contracted disability while in the Naval Reserve Force, because it specifically provides that service in other branches can be counted for continuous service for retirement pay, and therefore one can not assume that it should not be counted for the purpose of determining the time when a disability commences. As a matter of fact, of course, the disability whether incurred after April 5, 1917, or whether you regard it as incurred while this man was at the Naval Academy, he was engaged in the naval service of the United States.

I do not think I have anything further to submit, Mr. Chairman. It is a very harsh case.

Mr. VENABLE. The Secretary's position is that when this man contracted tuberculosis at the Naval Academy and retired or resigned, the law had been satisfied so far as the tuberculosis that was contracted then was concerned, and that you could not go back now, for instance, and predicate the right of recovery on what occurred at that time.

Mr. VAILE. No; but in doing so he predicates the statement that the disability was not incurred in line of duty on the fact that it was contracted before April 5 1917.

Mr. VENABLE. On the theory that you could not base a liability on what occurred through the contraction of tuberculosis at the Naval Academy. I think the trouble is that they are assuming that the tuberculosis is the tuberculosis which he had at the Naval Academy—

Mr. VAILE (interposing). I think the proper construction—

Mr. VENABLE (continuing). Which is a question of fact.

Mr. MCPHERSON. Under the law they demanded his resignation.

Mr. VAILE. Yes; but after he came out of the academy—

Mr. MCPHERSON (interposing). Was he not entitled to retire at that time, and is he not entitled to retire now?

Mr. VAILE. A bill was introduced for the relief of this officer at that time by Senator Overman. That bill passed the Senate, but it did not pass the House because the Secretary of the Navy made an adverse recommendation, his recommendation being based upon the ground that this man had not performed active service at sea following his graduation, and furthermore because he was not at that time in the naval service.

Mr. MCPHERSON. His resignation was demanded.

Mr. VAILE. Yes.

Mr. PETERS. They do not retire a man immediately upon his graduation from the Naval Academy.

Mr. VENABLE. The rule is that the men from the Naval Academy must do a tour of duty.

Mr. MCPHERSON. They deprived him of an opportunity to make a cruise and then they said to him, "Because you did not make the cruise we can not let you retire."

Mr. VAILE. I might add that in connection with the construction of the statute Lieut. Mitchell asked the Secretary of the Navy to refer that question to the Attorney General of the United States, but the Secretary declined to do that.

Mr. KRAUS. Lieut. Mitchell never tried to establish a compensation case with the Bureau of War Risk Insurance?

Mr. VAILE. I do not believe he did. He understands he can not get it. The fact is he is entitled to more than that, I think.

I might say this, this officer now can not get employment as a school-teacher. I have that part of the correspondence relating to his attempt to get employment as civil instructor in mathematics in the Naval Academy, but he could not get it because he could not pass the necessary physical examination. He can not get employment in the public schools because of his condition. The same reason prevents him getting employment in an office, and he could not survive employment in an office, anyway.

#### REASONS AND PRECEDENTS FOR MY RETIREMENT IN THE NAVY BY ACT OF CONGRESS.

[By Stanley Mitchell, Nov. 19, 1919.]

I am advised that I am eligible to be retired as a lieutenant, United States Naval Reserve Force, without further action of Congress. The Navy Department, however, has ruled against me, and refuses to submit the question to the Attorney General, although a similar case has never been passed upon by his office.

Because of this ruling of the department, the net reward of my naval service during the war has been as follows:

1. Permanent loss of my health.

2. Permanent loss of my position as instructor at the United States Naval Academy although the Government has been asking private employers to take back men who went into the armed service during the war.

3. Loss of my pension rights, held prior to the war and invalidated by the war-risk insurance act.

4. Removal from my record of "line of duty" (the badge of honor for physical disability in the Navy) and the substitution thereof of "not in line of duty" (the expression used where men have contracted unmentionable diseases).

5. Because of the "not in line of duty" declaration, the loss of the privilege of retirement under the naval appropriation act of July 1, 1918, and the loss of the privilege of compensation under the war-risk insurance act.

All this is in spite of the fact that there has never been any suggestion of misconduct on my part, either when I was a civilian instructor or any officer of the Naval Reserve Force.

I was appointed a midshipman, United States Naval Academy, June 18, 1907.

About October 30, 1910, I was found by a Navy medical board to be suffering from pulmonary tuberculosis, acquired in line of duty.

I passed my semiannual examinations and was graduated from the United States Naval Academy as of date of my class, June, 1911.

In April, 1912, after having completed all professional requirements for my appointment in the rank of ensign, United States Navy, I was rejected by the Navy medical examining board at Annapolis, Md., as unfit for naval service by reason of pulmonary tuberculosis.

Accordingly, my resignation from the Navy was demanded by the Navy Department and took effect May 20, 1912.

In February, 1913, the United States Senate passed a resolution by Senator Overman authorizing my appointment as an ensign on the retired list of the United States Navy. The resolution was not reported from the Naval Committee of the House, presumably because of an adverse recommendation by the Secretary of the Navy.

This adverse recommendation was on two grounds: Because I had not performed any active service at sea following my graduation and because I was not at the time in the naval service. Neither of these objections is now operative. I am in the naval service (United States Naval Reserve Force) and I did active sea duty during the war.

From September 24, 1916, to September 14, 1917, I was a civilian instructor in the department of mathematics at the United States Naval Academy.

April 5, 1917, I was appointed a lieutenant (junior grade) in the United States Naval Reserve Force, although I was not called to active duty until September 14, 1917.

November 17, 1917, after about two months of severe sea duty aboard the U. S. S. *Gresham*, I was found again to have pulmonary tuberculosis, contracted in line of duty, and was sent to the naval hospital for treatment.

Since March 20, 1918, I have been doing light duty in the Navy recruiting station, Denver, Colo., but will undoubtedly be discharged from active duty shortly.

My ability to earn a livelihood is permanently impaired. I still have pulmonary tuberculosis.

Of the nine years since I first contracted tuberculosis in the Navy I have been forced to spend about four in a hospital for treatment as follows:

November, 1910, to April, 1912; December, 1912, to May, 1914; November, 1915, to April, 1916; November, 1917, to March, 1918; April, 1919.

Three of the remaining five years have been spent in Asheville, N. C., and Denver, Colo., in my search for health, part of the time under a physician's care.

I have spent more than seven years in the naval service, more than two during the war.

I am now a lieutenant, United States Naval Reserve Force, having been promoted December 1, 1917. Had I remained in the Navy and been promoted normally I would be eligible to retirement in the rank of lieutenant commander.

Bills were introduced in Congress in December, 1918, to place me on the retired list of the United States Navy. The Secretary of the Navy, in a letter to the chairman of the Senate Naval Committee, see appendix, Exhibit A, recognized the justice of my case, but intimated that it was covered by law and that I was eligible to retirement without special act.

Accordingly, I was ordered before the naval retiring board at Fort Lyon, Colo. The findings of this board, in April, 1919, were that I was "incapacitated for service by reason of tuberculosis, chronic pulmonary, and that incapacity is permanent and was incurred in the line of duty as a result of an incident of the service while a midshipman on duty at the Naval Academy in November, 1910."

did members of the retiring board, that this finding was sufficient retirement. The Secretary of the Navy found otherwise, ordered a board, and placed an indorsement on my papers (see Appendix, Exhibit Second board interpreted as instruction to find my disability "not in

board therefore reversed the findings of the first retiring board and put Stanley Mitchell, United States Naval Reserve Force, is incapacitated by reason of chronic pulmonary tuberculosis; that his incapacity is not the result of an incident of the service, and is not the result of misconduct."

Previous boards and examining surgeons, covering a period of nearly 10 years, unanimously found my disability in line of duty incident to the service. The reverse was taken as final and correct.

I was entitled to draw a pension. The war-risk insurance act cannot be substituted compensation. Compensation is dependent on the disability acquired in line of duty. If my disability was, as the Navy Department found, not in line of duty, I can get no compensation. If it was in line of duty, I am eligible to retirement.

My case is that of Ensign Clarence Cappel, who, I understand, was on the retired list of the Naval Reserve Force recently. I am informed that he kept up with his studies at the Naval Academy and was required to graduate before graduation. While in civil life he contracted lung trouble and for his health. At the outbreak of the war Cappel applied to the recruiting station to be taken back into the service. He was there informed that the tuberculosis would bar him. He was admitted to the service, and subsequently went to the naval hospital at Fort Lyon, Colorado, for pulmonary tuberculosis. He was ordered to inactive duty. He intermarried in official circles in his case. His orders were revoked, he went before a board, and, as I understand, has been placed on the retired list of the Naval Reserve Force.

That the retiring board knew nothing of his having had lung trouble and therefore found he had acquired it "in line of duty." The department all the time that I had had tuberculosis as a midshipman and went into the service in spite of it.

The indorsement (Exhibit B) was founded on this portion of the act: "Provided, That no member of the Naval Reserve Force shall be retired other than for physical disability incurred in line of duty." That portion of the act which immediately precedes it: "Service in the Marine Corps, National Naval Volunteers, and Naval Militia shall be counted as service in the Naval Reserve Force, both for the purpose of retirement and for retainer pay."

If the law governing my case says: "Service in the Navy \* \* \* shall be counted as continuous service in the Naval Reserve Force \* \* \* for the purpose of retirement \* \* \*." That is, service in the Navy counts as continuous service in the Naval Reserve Force. It can not legally be considered as "duty prior to the

The two men last cited contracted tuberculosis when midshipmen, as I did, and were retired for this disability subsequently, in a higher rank. Their service was continuous in the Regular Navy. Mine was legally continuous service in the Naval Reserve Force.

The generous disposition of Congress in the matter is shown in Article III, section 300, of the war-risk insurance act, which says: "Provided, That for the purposes of this section said officer, enlisted man, or other member shall be held and taken to have been in sound condition when examined, accepted, and enrolled for the service."

In reply to my requests to return to the Naval Academy as instructor, should my health ever improve sufficiently to warrant my going to an eastern climate, the superintendent (Exhibit D) tells me I am barred—perhaps for all time. "In reinstating ex-instructors, no credit is given for previous service," either in the academy as instructor, or in the Navy.

When I first went to the naval hospital at Fort Lyon, Colo., in 1910, I was placed under Surg. Brownell (now dead). Following his instructions, the instructions of a Navy medical officer, I played tennis, bought a wild horse and rode him, bowled, and even ran a half mile for several days. I now know that rest is an essential treatment for tuberculosis. The result of the Navy treatment at that time was a further breakdown.

In 1916 I recuperated sufficiently to return East to live. Subsequent to mental and physical examinations, I was appointed an instructor at the United States Naval Academy, September 23, 1916. When war seemed inevitable, I was urged by a recruiting officer to enter the Naval Reserve Force. Being professionally qualified for the naval service, I could not well decline to take the physical examination for the reserve force. On passing this examination I felt morally bound to accept the appointment.

I told my history of pulmonary tuberculosis to the Navy medical officer who examined me at the time of my appointment, April 5, 1917. He passed me as well and fit for duty. Subsequently, in July, 1917, I was ordered to the naval hospital, Annapolis, Md., to determine my fitness for active duty. The medical officer who examined me found that I did not have active tuberculosis; that the lesions in my lungs were "doubtless healed," and that I was "fit for active duty."

On the strength of this examination I was ordered to active duty. Some time thereafter I was found to be suffering from active pulmonary tuberculosis.

If the Navy stands by these two examinations by its medical officers, I contracted tuberculosis subsequent to my appointment to the Naval Reserve Force, and am eligible to retirement, even under the narrow construction given the act by the department.

The department now contends that I was not physically fit at either of these examinations, and should never have been appointed. But it made no such contention in time of war, when it needed my services.

I am informed that the Navy Department is no longer retiring reserve officers, requiring them instead to seek compensation, at from about 10 to 30 per cent of the pay they would obtain under the act of July 1, 1918. Reserve officers, however, have been retired, and it was the policy of the department to retire them at the time when I applied for retirement. A refusal to retire me on the ground of change of policy would have all the unfairness of an ex post facto order.

I respectfully invite attention to the fact that officers of the Regular Army and Navy are also provided for by the war-risk insurance act, but that no move has been made to deprive them of their privilege of retirement.

If the findings of the second retiring board be final, that my incapacity is "not an incident of the service," then I have no recompense for my ruined health by retirement, by pension, or by compensation.

Numerous naval officers have been placed on the retired list by act of Congress. I submit the following examples:

#### CONGRESSIONAL PRECEDENTS.

John Millington Blakenship was made an ensign on the retired list by act of Congress effective February 13, 1911. He resigned from the service, I believe, following his graduation, and came back into the Navy with the rank of volunteer ensign during the Spanish-American War. He was not in the service at the time Congress authorized his retirement.

William Hemmings Walsh became an ensign on the retired list March 3, 1911, by act of Congress. He was found to have pulmonary tuberculosis and was therefore unable to pass his physical examination for the rank of ensign, although he had qualified professionally for that rank. He had no war service.

The late Lieut. Edward F. Greene was placed on the retired list through an act of Congress in 1911. He had voluntarily resigned from the Navy in 1909 to go into private business. Shortly thereafter he was found to have pulmonary tuberculosis. A board decided that he had acquired the disease in line of duty before his resignation, and he was retired in the highest rank he had held in the service. He had no war service.

Harold David Childs graduated from the United States Naval Academy and was serving as a past midshipman on the U. S. S. *Raleigh* when he was found to have tuberculosis acquired in line of duty. He was sent to the Army and Navy General Hospital at Fort Baird, N. Mex., from which he was discharged as cured. Becoming convinced that it would be impossible for him to obtain promotion and return to active duty, he resigned from the service. A bill in his favor by Congressman Foster was passed, and Childs became an ensign on the retired list March 4, 1907.

Midshipman Frank Blair Case was wholly retired in December, 1882, for color blindness, "disability not incident to the service." He served during the Spanish-American War as a lieutenant, and was by act of Congress placed on the retired list as an ensign in 1901.

Louis Robert Chester was appointed acting ensign, August 31, 1863. He was honorably discharged December 9, 1868, unable to pass a physical examination because of disabilities as a result from wounds. By act of Congress he was appointed a lieutenant (junior grade) on the retired list, effective March 3, 1873.

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#### EXHIBIT A.

JANUARY 7, 1919.

SIR: In reply to your letter of January 4, 1919, with reference to S. 5260, you are advised that it is the policy of the department to oppose any such legislation except in specially meritorious cases. It would appear that Lieut. Mitchell's claim to redress is not without considerable color of right.

The obvious purpose of the bill is to afford this officer some recompense for injury sustained or sickness incurred while in the naval service. In this connection your attention is directed to the act of July 1, 1918 (Public No. 182), which provides for the retirement of reserve officers for physical disabilities incurred in line of duty. I would advise, therefore, withholding action on the pending bill until this officer has been ordered before a naval retiring board.

Very sincerely,

JOSEPHUS DANIELS.

HON. CLAUDE A. SWANSON,  
*United States Senate, Washington, D. C.*

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#### EXHIBIT B.

Indorsement by Navy Department which caused the second retiring board to find my disability incurred "not incident to the service":

"Found by naval retiring board incapacitated for service by reason of tuberculosis, chronic pulmonary, and that incapacity is permanent and was incurred in the line of duty as a result of an incident of the service while a midshipman on duty at the Naval Academy in November, 1910. Attention is invited to the act of July 1, 1918, providing for the retirement of officers of the Naval Reserve Force, which reads as follows:

"That no member of the Naval Reserve Force shall be eligible for retirement other than physical disability incurred in the line of duty."

"Under date of July 11, 1919, the Secretary of the Navy directed that since the act of Congress last aforesaid refers to physical disability in the line of duty of Naval Reserve Force members, its terms indicate that duty prior to the inception of a status in the Naval Reserve Force is not comprehended within the letter or spirit of the law; consequently, a known disability acquired prior to April 5, 1917 (the date of your enrollment in the United States Naval Reserve Force), may not properly be considered by the board in arriving at its findings."

Mr. PETERS. Judge, you are aware of the recommendation of the Secretary of the Navy that some general law be passed to cover all such cases and that no special legislation be enacted?

Mr. HARDY. Well, gentlemen, this man is now an old man. He is a poor man and has these minors depending upon him. This death occurred in 1917, and just to show how he has fallen between two stools, the director advises first that because the young man named his mother—and that was just simply because she was the mother—and did not name the father, and the mother died unknown to the son, that they can not pay it to anybody but her under the terms of his enlistment. Then the act of October, 1917, under which there would have been an automatic insurance payable to his heirs comes too late. One branch of the service tells him he can not be benefited under the act of October, 1917, and the other on account of the terms of his son's request. We all know how these things happen, and in taking either horn of the dilemma this old man, who is a poor man, finds himself denied the small remedy of \$642 which is a six-months' gratuity. The officers here state that his pay at the time of his death was \$74.32 per month.

Mr. PETERS. It seems as if he ought to have it and the question is whether all of this should be in one general act or whether we should make special bills of each case.

Mr. HARDY. I would not mind that at all, gentlemen, but the trouble about it is that in the meantime this old man and his children—

Mr. PETERS (interposing). May die before the general act is passed.

Mr. HARDY. Yes; and if there is absolutely no question of the justice and equity of the case, and I think there is not, having waited now over two years or nearly two and a half years, from June or July, 1917, I would ask the committee to favorably report this bill. I think it is one that appeals to the committee.

Mr. PETERS. I think I may safely say that it is one that does appeal to the sense of justice of the committee.

Mr. HARDY. Later, a general law should be passed, but I think these cases that are absolutely meritorious without question, could be favorably reported and passed now.

I thank you very much for your courtesy.

(The following letters were filed by Mr. Hardy:)

TREASURY DEPARTMENT,  
BUREAU OF WAR RISK INSURANCE,  
Washington, April 2, 1918.

HON. RUFUS HARDY,

*House of Representatives, Washington, D. C.*

MY DEAR CONGRESSMAN: I beg to acknowledge receipt of your favor of the 1st instant, inclosing a letter of Anton Kunz, Cameron, Tex., requesting information relative to his rights, on account of the death of his son, Joseph A. Kunz, machinist's mate, first class, submarine A-7, who died on board the vessel July 25, 1917, and in reply, you are advised that the act of Congress approved October 6, 1917, does not cover any cases arising prior to the passage of the act, except that under section 401 it does provide for automatic insurance, payable in case of total and permanent disability to the soldier or sailor disabled, and in case of death, to a wife, child, or widowed mother.

It appearing, from the letter of Mr. Kunz, that this sailor did not leave anyone within the above-named class surviving him, there are no benefits to which anyone would be entitled within this bureau's jurisdiction. This is a matter which would properly come within the jurisdiction of the Bureau of Pensions and for information

to the six months' gratuity of which the sailor has designated his mother as beneficiary, it is suggested that you address the Chief of the Bureau of Navigation for information.

I enclose herewith a copy of this letter for your use, and also the letter to the Chief of the Bureau of Navigation, as requested.

Sincerely, yours,

WILLIAM C. DE LANOY, *Director.*

NAVY DEPARTMENT,  
BUREAU OF SUPPLIES AND ACCOUNTS,  
Washington, D. C., May 28, 1918.

DEAR MR. HARDY: I have your letter of April 5, 1918, to the Chief of the Bureau of Navigation, with reference to six months' gratuity in connection with the death of Joseph Anthony Kunz, machinist's mate, first class.

The records in this case show that the deceased, in executing his beneficiary slip, designated but one beneficiary, his mother, who died prior to the date of death as shown in the official report from the Bureau of Navigation.

Under the circumstances no payment can be made unless the deceased was survived by a widow or children.

The foregoing affords the information you require, I am,

Respectfully,

S. MCGOWAN,  
*Paymaster General of the Navy.*

DR. RUFUS HARDY,  
House of Representatives, Washington, D. C.

The report of the Secretary of the Navy on this case is as follows:)

NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., October 18, 1919.

DEAR MR. CHAIRMAN: Replying to the committee's letter inclosing bill (H. R. 10000) providing six months' pay to Anton Kunz, father of Joseph Anthony Kunz, machinist's mate, first class, United States Navy, in active service, and in accordance with the views and recommendations of the department thereon, I have the honor to inform you as follows:

Section 312 of "An act to amend an act entitled 'An act to authorize the establishment of a Bureau of War Risk Insurance in the Treasury Department,' approved August 2, 1914, and for other purposes," provides:

"The laws providing for gratuities or payment in the event of death in the service of the United States shall not be applicable after the enactment of this amendment to persons in or hereafter entering the military or naval service, or to their children, or their dependents, except in so far as rights under any such laws have been acquired prior to the date of the enactment of this act."

1. The first part of the document is a list of names and addresses of the members of the committee. The names are written in a cursive hand, and the addresses are written in a more formal, printed hand. The list is organized in two columns, with names on the left and addresses on the right. The names are: John A. Smith, James B. Jones, William C. Brown, and Thomas D. White. The addresses are: 123 Main Street, New York, N.Y.; 456 Elm Street, Boston, Mass.; 789 Oak Street, Philadelphia, Pa.; and 101 Pine Street, San Francisco, Calif.

[No. 173.]

A HEARING ON THE BILL

H. R. 12478.

FOR THE RELIEF OF LIEUT. COL. HENRY C. DAVIS.

Before the Subcommittee on private bills of the Committee on Naval Affairs, House of Representatives.

Tuesday, February 17, 1920.

The subcommittee being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.

Statement of HON. CHARLES B. WARD, a Representative in Congress from the State of New York.

WARD. Mr. Chairman, I simply want to make a brief statement to the committee in reference to H. R. 12478, a bill for the relief of Lieut. Col. Henry C. Davis, of the United States Marine Corps. I would like to read an indorsement of Gen. Barnett in reference to the case, dated February 3, 1920. This is from the Major General Commandant of the Marine Corps to the Secretary of the Navy in response to congressional relief requested in the case of Lieut. Col. Henry C. Davis, United States Marine Corps, and it says:

On the date of May 23, 1917, this office placed an indorsement on a letter from Maj. Henry C. Davis, recommending that legislative relief be sought in his case, limiting the number of numbers occasioned by his failure to qualify for promotion in 1916, to five.

On the date of June 1, 1917, the department informed this office that it was unwilling to take remedial legislation as recommended by the Major General Commandant, and expressed an opinion on the subject until such a bill, if introduced in Congress, should be referred to the department for its official comment.

The bill was introduced into the House of Representatives January 25, 1918, for the relief of Lieut. Col. Davis, and this office, on February 16, 1918, recommended to the department favorable consideration of said bill.

On the date of February 25, 1918, the department, in a letter to the chairman of the Committee on Naval Affairs, recommended that the bill in question be

Mr. VENABLE. What was the occasion of the loss?

Mr. WARD. I will introduce Col. Davis to the committee and let him tell his own story.

**Statement of LIEUT. COL. HENRY C. DAVIS, United States Marine Corps.**

Col. DAVIS. This loss referred to was occasioned by the findings of an examination board, before which I appeared in July, 1916. That was about one month prior to the passage of the act under which I would have gotten my promotion to lieutenant colonel. That bill limited the possible loss of numbers to an officer for failure on examination to two, but having taken the examination prior to the passage of the act, it was ruled that I did not get the benefits of the act when I got my promotion.

I was found morally unqualified for promotion because of a report of indebtedness which was made against me while on duty at the Naval War College. That was for a local tradesman's bill. But my wife had been under a very serious operation, the Cæsarian section, and all the available cash I had went to pay the doctor's bill. So this tradesman's bill was one month overdue. But the tradesman made a report to the president of the War College, who at that time was Admiral Knight, and he had to note that in his report of fitness for that period, and that was the moral delinquency.

Mr. PETERS. That was all there was to it?

Col. DAVIS. Yes, sir.

Mr. McPHERSON. That was the only charge?

Col. DAVIS. Yes, sir. Of course, taken into consideration with that was an adverse report made against me by Capt. Maxwell, of the Navy, who was, at the time the report was made, governor of the island of Guam.

Mr. VENABLE. What was that adverse report?

Col. DAVIS. That is rather a long story. It was a question of the treatment of the German officers interned in Guam in December, 1914, in a German ship which was chased in there by a Japanese cruiser.

Mr. PETERS. Did he think you treated them too mildly?

Col. DAVIS. We were making an effort to carry out the President's instructions to be neutral according to our ideas of what the President meant. We thought that neutrality meant not to favor one side or the other, but the governor's idea was to appear rather hostile. We did not agree to that because we did not consider that was what the President wished at that time, and that was the basis of the report in which the governor stated that I had not supported him. I was next in rank to him there.

But the value of this report was decreased by the fact that the governor, very shortly after he made the report, was surveyed by a board of medical officers and was found to be mentally incapable of making any kind of a report.

Mr. PETERS. Because of unsoundness of mind?

Col. DAVIS. Yes, sir. You may recall there was a great deal of difficulty out there, and he was relieved of his command by an officer junior in rank and was sent home in care of a doctor and a couple of hospital attendants and some guards.

**PETERS.** That occurrence at Guam was a matter of difference of policy?

**PETERS.** A difference of interpretation as to the matter of reality?

**McPHERSON.** What acts did he claim you were guilty of?

**VENABLE.** Did he specify?

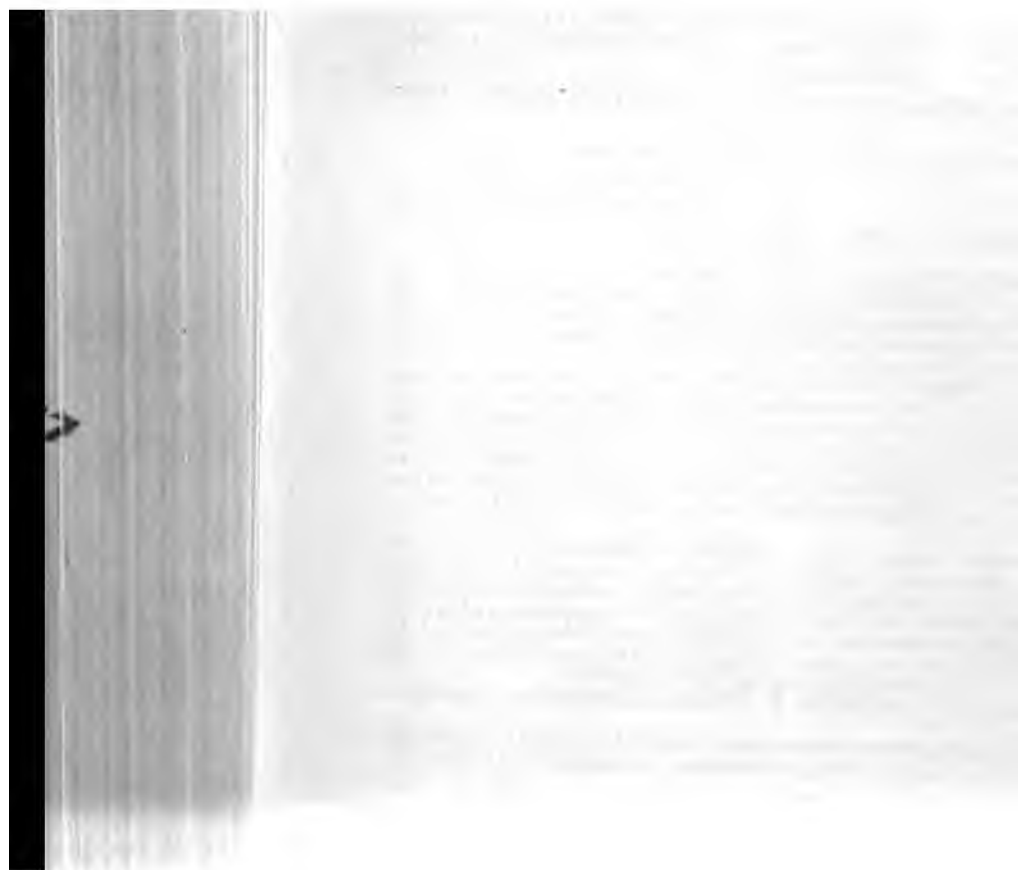
**VENABLE.** This naval board sat on your case and gave credence to the validity of a report made by a man in that condition as against you had no opportunity for defense?

**McPHERSON.** Was that man an Army officer?

**PETERS.** What became of him afterwards?

PETERS. Did he recover?

DAVIS. I believe he did recover. At least there were two or three investigations of his administration of affairs out there. I think that the officer who relieved me in Guam, Lieut. Commander Noyes, was called upon to make an important decision, and he put Maxwell under arrest, and the action of Col. Berkeley was sustained by the major general commandant. I had tried to do something, but not being a line officer of the Navy I did not. In fact, I was disqualified to assume command of the island.



[No. 174.]

A HEARING ON THE BILL.

H. R. 2394.

FOR THE RELIEF OF EDWARD D. BLACK.

are the subcommittee on private bills of the Committee on Affairs, House of Representatives.

Tuesday, February 17, 1920.

subcommittee being in session, Hon. John A. Peters, chairman subcommittee, presiding.

ment of HON. FREDERICK W. DALLINGER, a Representative in Congress from the State of Massachusetts.

DALLINGER. Mr. Chairman, I simply want to make a brief ment in regard to H. R. 2394, a bill for the relief of Edward D. for the correction of his record.

PETERS. Is it a case of desertion?

DALLINGER. Yes, sir.

PETERS. Are there any special circumstances in connection ?

DALLINGER. Yes, sir; I have here the following affidavit made Black himself, dated Melrose, March 8, 1916:

MELROSE, March 8, 1916.

WEALTH OF MASSACHUSETTS, *Middlesex*, ss:

Edward Dayton Black, depose and say that I am 75 years of age and upward; legal residence is 20 Emerson Place, Melrose, Middlesex County, State of setts; that I am a grocer by occupation, being in the employ of my son, Edward Black, at 681 Main Street, in said city of Melrose, Middlesex County, Massachusetts.

on March 29, 1865, at the age of 20 years, I enlisted at Belfast, Me., as a lands- he United States Navy; that I served on the *Rhode Island*, *North Carolina*, *terbilt* until October 9, 1865, at which time they gave the port watch shore Philadelphia, Pa.

Mr. PETERS. Is there any other evidence except that?

Mr. DALLINGER. I have a letter written to his mother by one of his friends in the Navy, which simply shows that his record was a good one while he was serving in the Navy.

Mr. PETERS. How old was he?

Mr. DALLINGER. He was 20 years old. This letter, which is dated August 18, 1865, says:

U. S. IRON CLAD "DICTATOR,"  
Portland, August 18, 1865.

Mrs. JANE BLACK.

DEAR MADAM: Your letter of the 15th was received last night, and as the boat belonging to Edward's ship was alongside I sent it to him but up to the present time I have had no answer. I am glad to be able to tell you that Ed is in good health and I know he has sense enough to behave himself. I know he gives satisfaction to his officers. I expect to hear from him to-day; if so, I will let you know. I have had a long spell of sickness, fever and ague, which has brought on palpitation of the heart. I think I shall have to go to the hospital in Philadelphia if I am not better by that time. We start for the above port Saturday or Sunday and the *Vanderbilt* will go along with us, so I shall see Ed there; there is some chance for us getting discharged there. I hope so, for I know I shall not be able for much for some time. I don't know what the doctor thinks of me, but he has stopped all my medicine and told me to keep quiet. I shall write to you from Philadelphia as soon as we get there. If you should answer this before we leave direct it the same way and write on the envelope "or elsewhere," and the same with Edward's, and we will get them for they will follow us. I must conclude these few lines; hoping this will find you in good health and excuse all mistakes from the friend of Ed.

THOMAS BURR,  
U. S. Iron Clad "Dictator," Portland, or Elsewhere.

Mr. McPHERSON. What is the date of that letter?

Mr. DALLINGER. That is dated August 18, 1865. He enlisted in March of that year.

I have another affidavit here which I suppose is hardly necessary because the Secretary's letter admits that the man was in the Navy. This is an affidavit of two men in Searsport, Me., to the effect that they are acquainted with this man and that he did enlist in the Navy on March 29, 1865 and joined the recruiting ship *Rhode Island*. This affidavit says:

Personally appeared before me, a notary public, in and for the county of Waldo and State of Maine, John H. Sullivan, aged 65 years, and Mial Sargent, aged 50 years, and after being duly sworn, depose and say:

That they are personally acquainted with Edward D. Black, of Melrose, Mass. that he was born in Searsport, Me., and lived here until about 1875, except what time he was in the United States Navy.

They further say that his name appears on the town records as enlisted in the United States Navy on the 29th day of March, 1865. That he left Searsport and went to Belfast and took the recruiting ship *Rhode Island* on the said 25th of March, 1865.

Deponents further state that they distinctly recollect of his leaving Searsport to join the *Rhode Island* on the date above mentioned, as several left this place on that date to join the same vessel.

MIAL SARGENT  
JOHN H. SULLIVAN

STATE OF MAINE,  
County of Waldo, ss:

FEBRUARY 16, 1886

Personally appeared the above-named John H. Sullivan and Mial Sargent and made solemn oath to the truth of the above statement by them signed

Before me,

[SEAL.]

HARRY E. HARRIS  
Notary Public

is getting very old and infirm, Mr. Chairman, and he feels  
 it to have a pension.

WENS. Is he a member of the Grand Army?

LINGER. I do not know that he could be, without an  
 discharge. The Grand Army men feel that he ought to  
 tion.

BERSON. Is this the first effort he has made to correct his

LINGER. Yes. He is in a position where he really needs

WENS. You do not know whether he had any subsequent  
 pe?

LINGER. I understand he did not.

art of the Secretary of the Navy on this case follows:)

DEPARTMENT OF THE NAVY,  
*Washington, October 3, 1919.*

MR. CHAIRMAN. In further reply to the committee's letter of July 11,  
 a bill (H. R. 2394) for the relief of Edward D. Black, and requesting  
 recommendations of the department thereon, I have the honor to state

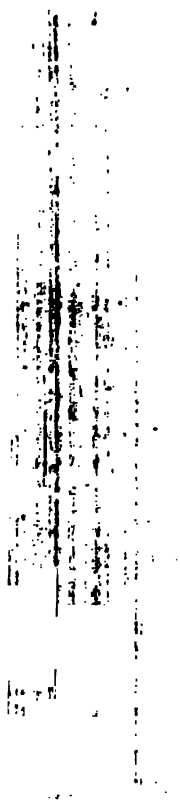
Black enlisted in the Navy March 29, 1865, at Belfast, Me., for two  
 man and served on the *Rhode Island*, *North Carolina*, and *Vanderbilt*.  
 October 9, 1865.

In this case does not disclose anything which would warrant it being  
 consideration, and it is therefore recommended that, in accordance with  
 policy of the department in such cases, bill H. R. 2394 be not enacted.  
 ly, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

MAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*





Table

Table

[No. 175.]

A HEARING ON THE BILL

H. R. 657

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FOR THE RELIEF OF JAMES GREEN.

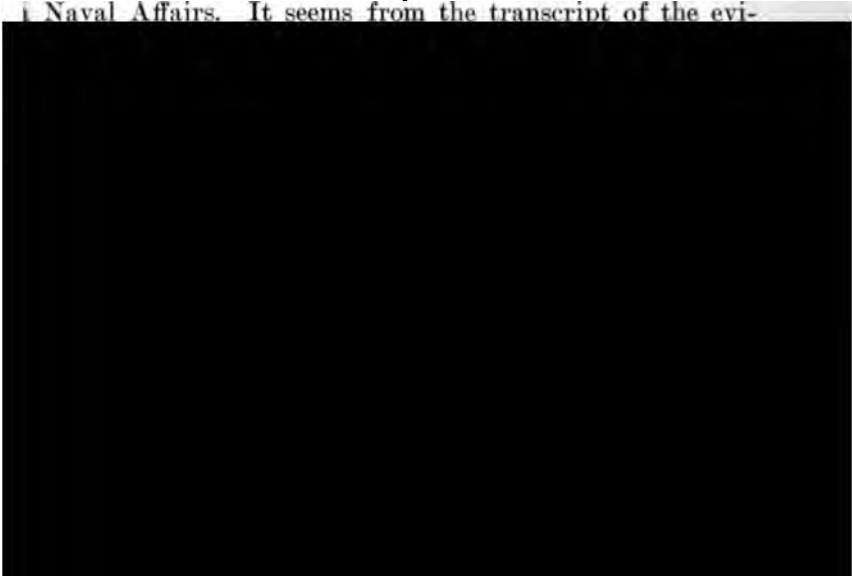
Before the Subcommittee on Private Bills of the Committee on Naval Affairs, House of Representatives.

Tuesday, February 17, 1920.

Subcommittee being in session, Hon. John A. Peters, chairman of the Subcommittee, presiding.

Statement of HON. WARREN GARD, a Representative in Congress from the State of Ohio.

GARD. I thank you very much for affording me the opportunity to be heard at this time. The bill I have presented is H. R. 657, which is a bill to correct the naval record of James Green. James Green is now an old man who has for some years been a resident officer of the National Military Home at Dayton, Ohio; and by reason of his age and infirmity, and the fact that he is entirely without the means of any support except that given him by the Government by way of food and clothing, he is at the Home. He has introduced this bill up in a number of Congresses through my predecessor, the present governor of Ohio, and through my own efforts. It is the desire of the committee to say that in the several times the bill has come before the Secretary of the Navy on reference from the Committee on Naval Affairs, there has been an adverse report. I have a letter of Secretary Daniels of October 3, 1919, which is the last letter after the bill was sent to him by the chairman of the Committee on Naval Affairs. It seems from the transcript of the evi-



was No. 21 in the Mississippi Squadron, and upon his transfer to the gunboat he was appointed as masters mate on the *Alfred Robb*. He served on the *Alfred Robb* as master's mate until the time when the *Robb* was put in dry dock for repairs down at Cairo, Ill., and he was given a leave of absence, so he says, to go home. He was given a two-day pass and went to his home in Indianapolis.

After his arrival at Indianapolis, he writes that he was taken ill with fever and he did not try to rejoin his ship for two months and after that he tried to rejoin his ship and he reported to the executive officer at the receiving ship at Cairo, was told that his ship had been repaired and was in commission again and was down the river hunting for coal barges, as he expressed it. The executive officer told him that he did not know whether he could reach the ship or not, and in his language, "He advised me, seeing the condition that I was in, to go back home, saying that the war was near at an end they did not need me any more. I acted on the advice, consequently that is the dilemma I am in." He said "I should have attended to this matters years ago, but I was then in good physical health and good circumstances and did not desire any of the relief that might be carried with the restoration to the status of an honorable discharge from the Navy." Of course, I be entirely frank, the object of this man in seeking an honorable discharge is to obtain some pension relief through a subsequent act.

Mr. PETERS. In the future, not in the past?

Mr. GARD. Yes; entirely in the future, because none of these acts and very rightfully, none of them include and are not held to include any back pay. It is simply a matter of what disposition the committee desires to make upon questions of desertions of this character. I am very frank to say that I have had some little experience I served for a time on the Military Affairs Committee, and I had to do with a number of cases involving the correction of military records there, and it is difficult to determine after the lapse of years or more just what standards of responsibility to apply. In my own opinion, conceived it to be unquestionably the right standpoint not to recommend any restoration to the rolls or any correction of a military record involving desertion where there had been any desertion from actual conflict on the field of battle or from a gunboat or while a person was assigned to any active military duty. I think that any one who deserts under such circumstances is a traitor in the highest sense of the word. But there are many cases where the boys of the sixties, when the war was about to end, did go home without leave, and when they sought to present themselves to their regiments or to their commands, if they were on sea or river, they very often found their regiments scattered and the boats not where they had been, and under the circumstances made little or no effort to rejoin their companies and were carried on the rolls continuously thereafter as deserters when as a matter of fact they could be more properly called absentees, I suspect, since they had no intention of deserting or taking their necessary service away from their country in its time of military need.

That is the only reason why I present this case of James Green to the committee, and I do not present it with any idea of asking you to do anything that you do not think, after a fair consideration

hence, you would not be warranted in doing. As I say, this man is now quite an old man. He has been a member of this home by reason of illness and loss of his money, and has no

He has been a member of the home now for some years, whenever I am at the home he asks me about the case. I promptly present it to the Committee on Naval Affairs. He also tells me in substance what I have told you as to the reasons for his absence from his ship, the fact that he did go home on leave first, and when he returned after his illness the boat had gone down, and he was told, which was true, that the war was about that was late in 1864 or early in 1865. He was told not to pay attention to it, that they did not need him anyhow, and so he came home and stayed home and made no further effort to rejoin his ship, but that under the rules of the Navy, and the military as well, they have been carrying him these years as a deserter. That is the substance of the finding of Secretary Daniels in his last report of March 3, 1919, and it strikes me that the case is similar to very many cases of like kind. If it is the policy of the committee to adhere to the actualities of the record and not to consider outside circumstances then there could be no relief for this man or anyone in similar situation. I suspect the Secretary has done all that he could do. The Secretary is entirely without power to make recommendations for restorations except where they appear to be proper on the face of the record, and of course this record does continue to carry him as a deserter from the time that he left the vessel.

It appears from the record that he was absent and had returned, and the final findings of the Secretary is the fact that he says no other than James Green signed his name to certain papers, but it was apparent that Green was not there. Now, whether he is or is not is a matter which we are entirely without evidence of and which neither this committee nor anyone else could find.

I can only say in conclusion, gentlemen, that it is a case which I have brought to myself, and I have tried to view it as I would view it if I were in your position.

It is simply whether this man is a deserter by the record of the ship or whether, on the other hand, we should consider the circumstances affecting his military enlist-

Mr. GARD. It says he was discharged from the Seventh Cavalry after serving there 13 months and then transferred into the Navy and assigned to this gunboat, the *Alfred Robb*, in the Mississippi Squadron. This log book of the U. S. S. *Robb*, according to the record, shows the name of James Green. This man Green is a New York man. His case was once brought up Mr. Conry, of New York who died in the service some years ago. I think his legal residence was in Mr. Conry's district. He has been by reason of unfortunate circumstances, compelled to reside in the soldiers' home, and for a number of years has been out at Dayton, and that is the reason for my interest in the case.

Mr. STEPHENS. Did he ever get a pension for his service in the Army?

Mr. GARD. No.

Mr. McPHERSON. Why not obtain an official copy of his service record from The Adjutant General's office?

Mr. GARD. I have given in the record all that he has written to me of the condition.

Mr. McPHERSON. That is what I understand; that it is simply a letter from Mr. Green.

Mr. GARD. That is all I have. The evidence is here before you. I do not know whether the official service record is included in that or not. There is no question about his service in the Army; there is a question about anything except the fact that at this time when the war was about over he, having been absent on a temporary pass, did not go back within the time mentioned in the pass, and when he did go back he could not rejoin the boat, and did not make any effort to rejoin it as it had gone down the river.

Mr. PETERS. What policy did you adopt in the Military Affairs Committee in such cases as this?

Mr. GARD. When I took up the question of these desertion cases when I was on the Military Affairs Committee, I first had the idea that I suspect is quite common, that a man who was charged with being a deserter was entitled to very little sympathy, and not much relief except in extraordinary cases. But I came to the conclusion after examining a great number of these cases that where it showed that a boy, and most of them were boys of 18 or 19 or 20 years of age, had failed to properly rejoin his command, technically failed to rejoin his command, and had been carried on the rolls as a deserter, I recommended to the committee that the committee afford the relief asked for.

Mr. PETERS. Was that relief afforded in many cases?

Mr. GARD. During that time we corrected—it is inaccurate to use the word "corrected"—the military record of a great number, as they do still. It is rather a difficult thing to get through the House except during the closing days of a session, because there is always enough in a particular case, just as in this case, so that anyone can question the record as it appears in the case of James Green. The Secretary has found, and you can say, very truthfully, that the man is not entitled to any relief. On the other hand, if you consider the fact that his desertion was a desertion in name and not a desertion in intent, that it was no lessening of his value to the military service, that is another aspect. As I say, it is entirely a matter of personal opinion.

the first place, and I suspect this committee will have quite a lot of such cases. None of them are very pleasant because I suppose everybody would like to afford these old men such relief as we can. There are cases where we should undoubtedly give relief, and there are others in which relief should not be afforded. My objection of the only hard-and-fast rule you can apply is that a man surrenders his command in the face of the actualities of conflict and should not have any sort of favor shown him at all. On the other hand, if it is shown that he was young and that his desertion was a case of leaving under circumstances not in entire accord with the technicalities of military service a different rule should be applied.

If the gentlemen of the committee desire the service record of Mr. Green, if I can be supplied I can obtain that and have it made a part of the bill.

MR. PETERS. I was wondering if the policy pursued by your committee was ratified by the House by its action.

MR. GARD. The committee reported a number of bills. Sometimes the Military Affairs Committee would get a lot of these bills in one bill and bring them before the House usually at the end of a session. We did that several times. I do not recall that they had a procedure within the last year or so.

If the gentlemen of the committee desire the service record of Mr. Green I can obtain that and have it sent in to the committee.

MR. CIPHERSON. I was just thinking that would impress the committee more with the bill if the bill should get a favorable report from the committee.

MR. GARD. The evidence filed here in support of the claim has been pending for some time, and I will be glad to obtain anything further that you may desire in reference to the cases after you determine the proper policy.

MR. PETERS. Very well.

The military-service record of James Green, filed with the committee, Mr. Gard is as follows:

WAR DEPARTMENT,  
THE ADJUTANT GENERAL'S OFFICE,  
Washington, October 23, 1919.

and recommendations of the department thereon, I have the honor to inform you as follows:

Under date of March 19, 1910, replying to the committee's letter inclosing bill (H. R. 21605) to remove the charge of desertion against James Green, had the honor to state as follows:

The following is a transcript of the record of service of James Green, formerly acting master's mate, United States Navy:

"James Green was appointed an acting master's mate October 3, 1864, on the U. S. S. *Robb*, of the Mississippi Squadron, and is reported on the rolls of the vessel, now in possession of the Auditor for the Department of the Navy, as having deserted December 3, 1864. James Green was born March 3, 1840, at New York; was a citizen of that State, and was appointed from Illinois."

The log book of the U. S. S. *Robb*, beginning with October 4, 1864, shows the name of "James Green" signed daily until November 9, 1864, on which day the following entry appears:

"Acting Master's Mate James Green ordered under arrest for leaving vessel without leave on November 8, at 4 p. m., returning November 9, at 2 p. m."

This arrest continued until November 15-16, 1864, when he was apparently restored to duty, as his name appears again as being on duty daily thereafter until December 3, 1864, when the following entry occurs:

"Acting Master's Mate James Green on shore without leave."

This last entry appears in each following watch of that date and is entered during each watch of December 4, although appended to the remarks of several of the watches is the name "James Green" as being apparently the officer on duty. In the remarks in the log for the midwatch, 12 midnight to 4 a. m. December 5, 1864, is the following:

"Mr. Green deemed a deserter from the time of his leaving the vessel, as has been reported as such."

Following the foregoing, and also for one watch on the 6th of December, at which watches the remarks for which are signed "James Green." While this fact would appear to cast some doubt upon the fact of whether Green was or was not absent without leave subsequent to December 3, yet it is shown by the log that after December 6 no signature of "James Green" again appears.

There was attached to his record a paper showing the character of the signature of the "James Green" who signed the log each day with the exceptions hereinbefore noted, between October 4 and December 3, 1864; also showing the signature, as it appears variously signed during the presumed absence of Green. From these examples it would appear that during his absence, and until he had been declared a deserter, also for one watch thereafter, some other person had signed Green's name to the log in his stead.

In view of the foregoing, the department does not know of any reason why James Green should receive the relief sought, and therefore recommends that bill (H. R. 657) be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*



[No. 176.]

A HEARING ON THE BILL

H. R. 7662,

FOR THE RELIEF OF WARREN C. ISHAM.

are the Subcommittee on Private Bills of the Committee on  
Affairs, House of Representatives.

Tuesday, February 17, 1920.

subcommittee being in session, Hon. John A. Peters (chairman  
subcommittee), presiding.

ent of HON. SYDNEY ANDERSON, a Representative in Congress  
from the State of Minnesota.

ANDERSON. Mr. Chairman, I wish to call your attention to  
7662. This is a bill to establish a pensionable status for  
n C. Isham.

PETERS. To remove a charge of desertion?

ANDERSON. It does not propose to remove a charge of deser-  
Isham enlisted in the Navy, at the age of 16, in August, 1878,  
ved during his minority, or until December 9, 1883. He de-  
after about three years' service, at about the age of 19. He  
to have injured his hand shortly prior to his desertion, in  
duty. There is no question that he has an injured hand  
d that it is an injury of long standing. The only thing the  
ks to do is to give him an opportunity to establish his pen-  
status on the ground of injury received in the service. His  
not occurring during any war, he could not establish a pen-  
status on the ground of service alone. It is simply a ques-  
putting him in a position to establish a pensionable status  
of injuries received in the service.

Mr. PETERS. Is there any medical record in reference to that?

Mr. ANDERSON. I have tried to get the medical record, but have not been able to do so. I would like to have the permission of the committee to file that.

Mr. PETERS. If you can get that we will be glad to have it.

Mr. ANDERSON. If the medical record does not sustain his claim in that particular I do not wish to be understood as pressing the bill.

(The medical record of Warren C. Isham, submitted by the Bureau of Medicine and Surgery, Navy Department, and filed with the committee by Mr. Anderson, is as follows:)

WASHINGTON, D. C., February 24, 1882.

MEDICAL RECORD.

Warren C. Isham, second class boy, United States Navy.  
Period from: August 9, 1878, to December 15, 1881.

The following medical history is found in the files of this bureau for the period noted.

U. S. S. *Pouchatan*.

Admitted August 13, 1881, vulnus contusum.

Origin, in the line of duty. While attempting to prevent the boom of a third cutter from being carried away, as she was coming alongside of the ship, his right hand was caught between the cutwater of the cutter and the gangway, making a deep wound on the index and little fingers and lacerating the back of the hand. August 25, 1881, edema of back of hand is subsiding under treatment. Discharged August 31, 1881, to duty, improved. Hand somewhat swollen from infiltration of inflammatory products.

W. C. BRASTER.

The statement of the Secretary of the Navy on this case is as follows:

DEPARTMENT OF THE NAVY.

Washington, October 3, 1881.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter in relation to bill (H. R. 7662) for the relief of Warren C. Isham, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Warren C. Isham enlisted in the Navy August 9, 1878, at New York, to serve during minority, until March 9, 1883, as second class boy, served in *Minnesota*, *Portsmouth*, *Pouchatan*, and *Colorado* to December 15, 1881, when he deserted.

The department has been constantly opposed to legislation of this nature except in those cases which can be classed as especially meritorious. From a careful examination of the record in this case, the department is of the opinion that it does not come within that category and, therefore, recommends that H. R. 7662 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

THE CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

[No. 177.]

A HEARING ON THE BILLS

H. R. 3200.

**JOINT LIEUT. COMMANDER RICHARD DRACE WHITE A  
COMMANDER ON THE ACTIVE LIST OF THE UNITED STATES**

and

H. R. 6380.

**ONCE RICHARD DRACE WHITE IN THE ACTIVE LISTS OF  
COMMANDERS AND TEMPORARY CAPTAINS IN THE UNITED  
S NAVY.**

the Subcommittee on Private Bills of the Committee on  
Affairs, House of Representatives.

**Tuesday, February 17, 1920.**

Subcommittee being in session, Hon. John A. Peters, chair-  
man of the subcommittee, presiding.

**PETERS.** We will next consider H. R. 3200, a bill to appoint  
Richard Drace White to the active list in the Navy.

**REPORT OF HON. CHAMP CLARK, a Representative in Congress from  
the State of Missouri.**

**CLARK.** Mr. Chairman, I have a good many papers here about  
this case, but the sum and substance of this thing is that White  
was in a hospital when they had one of these examinations or  
tests, and it is they have, to promote officers, and some fool doctor  
said that he had the epilepsy, which he did not have, and they  
passed him over and did not promote him when he ought to have  
been promoted. Afterwards he recovered from whatever was the  
trouble with him and they gave him command of, and he has com-  
manded four big battleships since that time, but by reason of this  
mistake of leaving him out of this promotion list at one time he lost  
promotions, which is ridiculous.

Now, that Mr. Secretary Daniels has recommended that the  
Senate not report this bill favorably. Now, here is White's  
story of that and it seems to me it states the whole case better than  
any other, because he knows more about it:

*U. S. S. PROMETHEUS,  
Guantanamo Bay, Cuba, January 27, 1920.*

Lieutenant Richard D. White, United States Navy.

Secretary of the Navy.

Commander United States Atlantic Fleet Train; commander in chief  
United States Atlantic Fleet.

House of Representatives bill No. 6380, for my relief.

It has come to my notice a press report stating in effect that the de-  
partment has announced itself as not in favor of the above-mentioned bill.  
I notice quotes Mr. Daniels as saying:

"The department has been constantly opposed to this type of legislation ex-  
cept in cases which can be classed as exceptionally meritorious."

Mr. PERCIVAL. Is there any medical record?  
 Mr. ANDERSON. I have tried to get that, but not been able to do so. I would like to be in committee on this thing.

Mr. PERCIVAL. If you can get that we will do it.

Mr. ANDERSON. If the medical record is in that particular I do not wish to be on this.

The medical record of Warren C. Isham, of Medicine and Surgery, Navy Department, issued by Mr. Anderson, is as follows:

WASHINGTON

MEDICAL RECORD.

Warren C. Isham, second class boy, United States  
 Period from August 3, 1893, to December 23, 1893

The following medical history is found in the period noted.

U. S. S. *Proctor*.

Admitted August 31, 1893, minus wound.

Origin in the line of duty. While attempting  
 that cutter from being carried away, as she was  
 his right hand was caught between the cutwater of  
 making a deep wound on the index and little finger  
 the hand. August 25, 1893, extent of back of hand.  
 Discharged August 27, 1893, to duty, improved. I  
 indication of inflammatory products.

The statement of the Secretary of the  
 follows:

Dear

W

My Dear Mr. PERCIVAL: Replying further to  
 all H. R. 7462 for the relief of Warren C. Isham  
 and recommendations of the department thereon,  
 you as follows:

Warren C. Isham enlisted in the Navy August  
 serve during minority until March 3, 1893, as a  
*Manassas, Portsmouth, Proctor, and Colorado* is  
 described.

The department has been constantly imposed  
 extent in those cases which can be classed as an  
 careful examination of the record in this case, the  
 that it does not come within that category and H.  
 H. R. 7462 be not enacted.

Sincerely yours,

THE SECRETARY OF THE DEPARTMENT OF THE NAVY.  
*James A. Bagge*

[No. 177.]

**A HEARING ON THE BILLS**

**H. R. 3200.**

**TO APPOINT LIEUT. COMMANDER RICHARD DRACE WHITE A  
COMMANDER ON THE ACTIVE LIST OF THE UNITED STATES  
NAVY.**

and

**H. R. 6380.**

**TO ADVANCE RICHARD DRACE WHITE IN THE ACTIVE LISTS OF  
COMMANDERS AND TEMPORARY CAPTAINS IN THE UNITED  
STATES NAVY.**

Before the Subcommittee on Private Bills of the Committee on  
Naval Affairs, House of Representatives.

**Tuesday, February 17, 1920.**

The subcommittee being in session, Hon. John A. Peters, chair-  
man of the subcommittee, presiding.

Mr. PETERS. We will next consider H. R. 3200, a bill to appoint  
Capt. Richard Drace White to the active list in the Navy.

**Statement of HON. CHAMP CLARK, a Representative in Congress from  
the State of Missouri.**

Mr. CLARK. Mr. Chairman, I have a good many papers here about  
this matter, but the sum and substance of this thing is that White  
was sick in a hospital when they had one of these examinations or  
whatever it is they have, to promote officers, and some fool doctor  
reported that he had the epilepsy, which he did not have, and they  
passed him over and did not promote him when he ought to have  
been promoted. Afterwards he recovered from whatever was the  
matter with him and they gave him command of, and he has com-  
manded, four big battleships since that time, but by reason of this  
process of leaving him out of this promotion list at one time he lost  
104 numbers, which is ridiculous.

It seems that Mr. Secretary Daniels has recommended that the  
committee not report this bill favorably. Now, here is White's  
answer to that and it seems to me it states the whole case better than  
I can state it, because he knows more about it:

**U. S. S. PROMETHEUS,  
Guantanamo Bay, Cuba, January 27, 1920.**

From: Capt. Richard D. White, United States Navy.

To: The Secretary of the Navy.

Via: Commander United States Atlantic Fleet Train; commander in chief  
United States Atlantic Fleet.

Subject: House of Representatives bill No. 6380, for my relief.

1. There has come to my notice a press report stating in effect that the de-  
partment has announced itself as not in favor of the above-mentioned bill.  
The press notice quotes Mr. Daniels as saying:

"The department has been constantly opposed to this type of legislation ex-  
cept in those cases which can be classed as exceptionally meritorious."

I remember, and some of you do, I suppose, Mr. Mann fighting a bill on the floor once—I have forgotten whether it was the Army or the Navy, but the very same principle that White invoked here was involved in that case, and Mann said they ought not to do it piecemeal, but there ought to be a general law covering such cases.

Also:

"From a careful examination of the facts pertaining to this case, the department is of the opinion that it should not be included among those deserving special consideration."

2. From the above quotation I conclude:

(a) That the department will not persist in opposition to cases which can be classed as "exceptionally meritorious"; and

(b) That the department is not in possession of all the information now at hand covering the case; otherwise it could not fail to consider this case as one deserving of special consideration.

3. That the department is not in possession of all the pertinent facts is natural. I have heretofore never been able to present these facts myself. No one else can be expected to have done so. I therefore beg to present them now, in the hope that the opposition of the department to the proposed legislation in my behalf may be removed.

4. The salient facts are as follows:

The first two selection boards authorized by law failed to recommend me for promotion, which failure resulted in the promotion over my head of 104 officers previously my juniors.

5. The failure of the above-mentioned boards to act favorably in my case was, beyond peradventure of doubt, occasioned by an entry on my health record, unchallenged at that time as to its accuracy, of a diagnosis of "epilepsy." I say that was the reason because I know that my professional record is exceptionally good and my service reputation above reproach. Furthermore, certain members of the boards in question told me that this was true, and it is well known to the service at large to be a fact.

6. Upon ascertaining the reason for unfavorable action in my case, I instituted an investigation as to the accuracy of the above-mentioned entry. This investigation disclosed the fact the diagnosis was absolutely and beyond doubt in error. That I never had epilepsy nor anything else prejudicial to my fitness for promotion. This judgment is sustained by the following authorities:

(a) Dr. A. B. Van Loon, head of the Homeopathic Hospital at Albany, N. Y., an authority on the disease in question, after a protracted observation and a test of spinal fluid, decided that there was an absolute absence of any indication of epilepsy or any other organic disease and that I was perfectly well. He ascribed my past illness to a stomach and intestinal trouble easily cured, and, in fact, already cured.

(b) Surg. A. L. Clifton, United States Navy, my ship's physician for over a year, observed, examined, and, at my request, report to the same effect.

(c) A board of medical survey, convened at my request, after exhaustive examinations, made a similar report.

(d) Several boards of medical examiners have examined me, all of which pronounced me fit.

(e) Finally, the naval medical officer who made the diagnosis in question examined me one year subsequently and reported me absolutely well, a finding which acknowledged the error of his earlier diagnosis.

7. All of the above data is on the file at the department and may be seen by anyone for verification.

8. Upon bringing these facts before the next selection board I was selected and promoted. The next board to follow selected me for two promotions, viz, to permanent commander and to temporary captain. In fact, these two boards did all in their power to make restitution for the loss in numbers I had sustained at the hands of previous boards. They were, however, restricted by law as to what they could do and I am still far below my original place on the line. It is because of this fact, viz, that no future board, except under a most extraordinary concatenation of circumstances, or at the expense of injustice to others, can put me in my old place that recourse has been had to special legislation. In short, this legislation was resorted to only because without it no relief was possible from the wrong to which I was, and continue to be subjected.

this connection it will be well to investigate just what this wrong is to. As stated above, I lost, by the action of the first two boards, my position. In all my memory I do not know of a single instance where a general court-martial, short of dismissal, inflicted on an officer a punishment of this kind. I do not believe there is record of such a punishment on the lineal list has equaled in severity this punishment regardless of the crime. I do not believe there is record of such a punishment on the lineal list has equaled in severity this punishment regardless of the crime. I do not believe there is record of such a punishment on the lineal list has equaled in severity this punishment regardless of the crime.

Compare to this the punishment recently inflicted on two of my comrades for running their ships aground. In one case the ship was a battleship; in the other it was lost to service for a period of six months. Both happened while the country was in a state of war; both during a national emergency. The punishment in both cases amounted to the loss of 10 numbers. Compare to this my case, where through no fault of mine, simply through an error of judgment of an officer to whom my case was referred, I lost more than ten times that number. If this is justice I fail to see the meaning of the word.

It may be argued that it is no "punishment" to fail of promotion at the hands of a selection board and have your juniors passed over you. This is true in the vast majority of cases. The boards are sworn to select only the officer they believe most fit for promotion. That, however, presupposes actual fitness established in the minds of the board by evidence which is beyond reproach. In the vast majority of cases this evidence is of fact and complaint can therefore be justly offered. If, however, it is inadequately proved beyond possibility of doubt—that the evidence which guided the board in its unfavorable decision was false, the claim for restitution is a valid one. Any act on the part of any person tending to forestall such restitution constitutes a crime against justice which is indefensible in an institution where justice and fairness are proclaimed to exist.

That my case comes within the last category there can be no atom of doubt. A glance at my professional record or a questioning of any officer acquainted with my career will set aside all doubt as to my professional fitness. An investigation of the papers I have already enumerated establishes my fitness, past, present, and probable future. The mere fact that I was in successful command of my fourth ship since that entry was made wishes for all time the possibility of doubt in the mind of the department. If I had been an epileptic in 1916 I would not have commanded battleships during the war, nor would the department permit me to command of this ship to-day.

PETERS. What kind of a ship is it, Mr. Speaker?

CLARK. It is a battleship—the battleship *Prometheus*.

PETERS. That is not a battleship.

McPHERSON. That is a destroyer, I think.

CLARK. Well, you gentlemen know more about that than I do.

My reason I failed of promotion is because the information placed before

decide with justice which claims come within the class of "exceptionally meritorious" and which do not. Difficult as it may be to discriminate in the various cases, it is plain duty to do so, approving and aiding such as are just, as well as disapproving the unjust, rather than refusing justice to all in the fear that approval of anyone will encourage others to protest.

14. I submit that my case is different from the vast majority of cases that would arise. I know of only one other case that falls within the same category. The total cases of similar virtue probably would not exceed half a dozen. Favorable action on these cases would not therefore embarrass the department beyond its rated capacity to endure.

15. The present system of promotion by selection is on trial at the bar of service opinion. Any lack of confidence that now exists will be generously supported by every case of proven injustice. Unless such injustices are removed, the harm to morale will be vast and continuing. It is unfortunate, in my case, that injustice should have occurred, but it is indefensible for the department to fail to do all in its power to remove this injustice, once its true character has been established.

16. I do not believe that harm has been done me intentionally in this connection by any man. I do not believe that any person who knows the established facts in my case would fail to wish that this injustice to me be removed. I am a firm believer that justice can be obtained in this enlightened country in this enlightened age. The only means I know of obtaining it in this case, under existing law, lies in the passage and execution of the bill proposed. If the department knows of any other, I would be glad to be informed of it. Meanwhile, in the absence of such other means, I beg that the department in fairness and justice, of which it has frequently proclaimed itself champion, withdraw its opposition to this bill and assist in its passage.

MR. CLARK. I will file this as Exhibit A.

Now, I have a great long letter here from him giving an account of what happened to him. There is no use to read it.

MR. PETERS. Unless you want to give the substance of it.

MR. CLARK. Well, the substance of it was that he had—

MR. PETERS (interposing). He was sick with something.

MR. CLARK. He was very sick.

MR. PETERS. But it was not epilepsy.

MR. CLARK. Auto-intoxication, that is this new fangled phrase. He said, for instance, that at one time he threw up some stuff and upon examination, whoever had to do with it, it was decided that it had been in his stomach 30 hours without digestion.

MR. PETERS. What we would like to see is the statement of the physician who examined him and made the mistake.

MR. CLARK. He says that all those papers are on file in the department.

MR. PETERS. We will get them.

MR. CLARK. I want to read you another memorandum to show you what kind of fellow this is. He is the first one I ever appointed to Annapolis.

In 1904 and 1905 he invented and perfected a "delayed-action dotter." Of what use that is, I do not know, but you seamen will know. This instrument was manufactured by the Government without recompense to Capt. White to the value of probably \$20,000. Although no longer in use, owing to the development of improved apparatus, it did a great good in its time and served to fill satisfactorily the existing need during a period when no means of equal value were known.

In 1905 and 1906 he invented a "self-checking range telegraph."

In 1904 or 1905 he invented a "rate of change of range projector." This instrument was made standard for the Navy and continues to remain standard. It has been manufactured probably to

of \$75,000. The principle of this invention is now being embodied in a new and costly instrument, which is being ordered for the Government by a private firm, the Ford In- Co. of New York, the cost of which will probably run to \$500,000. For this Capt. White has received no compensation, having voluntarily relinquished all rights to the invention Bureau of Ordnance.

When the memorandum gives his record and says that he was marked below "excellent" in any examination.

TERS. How old is he now, Mr. Speaker?

LARK. I appointed him in 1894.

TERS. Twenty-five years ago.

LARK. He was 16 or 17 years old then.

TERS. That would make him a little over 40.

LARK. The way they mark these men is "excellent," "very good," "indifferent," "poor," and "bad," and in every case marked "excellent." I will file this memorandum as Ex-

TERS. Yes; and we will be glad to consider it.

LARK. There is no use to read this letter about what was written with him because I have stated it in brief.

It seems pretty devilish tough that simply because a fellow died and was in a hospital for a while that he should lose 104

TERS. If there was any mistake in the diagnosis it seems as if he should not suffer for that, although the department has recommended that the bill do not pass.

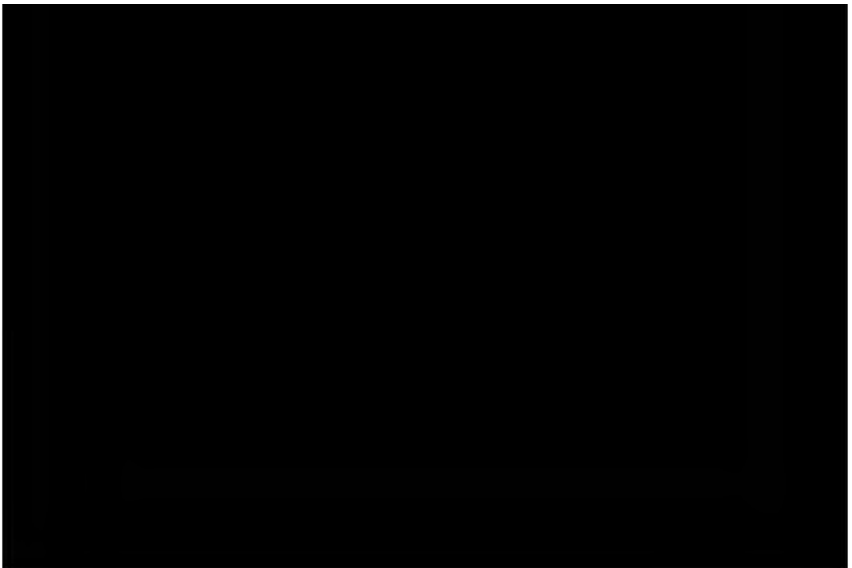
LARK. I know. Secretary Daniels recommends against all of them, as I understand it.

TERS. We will get the papers from the department and give them sympathetic consideration.

[The medical history of Capt. Richard Drace White, submitted by the Committee on Medicine and Surgery, has been filed with the committee.]

LARK. I wish you would.

LARK. I will file with the committee the statement following:)



In 1904 or 1905 he invented a "Rate of change of range" instrument was made standard for the Navy and continues to be standard. It has been manufactured probably to the value of \$750,000. The principle of this invention is now being further embodied in a new instrument, which is being manufactured for the Government by the Ford Instrument Co., of New York, the cost of which will be from \$100,000 to more than \$500,000. For this Capt. White has received no compensation, having voluntarily relinquished all rights to the invention to the Government.

All of the above services were rendered outside of and in addition to his regular active duty which Capt. White was performing at the time. His extra work on his own initiative and volition, in order to fulfill the pressing need.

#### RECORD OF CAPT. WHITE.

Capt. White was born in Missouri, April 30, 1877, and appointed to the Naval Academy May 20, 1895. He graduated No. 5 in the line of the class, which originally numbered approximately 200. He has served in the grades of ensign, lieutenant (j. g.), lieutenant, lieutenant commander, and captain (temporary). He served on the U. S. S. Albatross in the West Indian campaign in the War with Spain, for which he was awarded two medals. He has served at sea in succession on the Atlantic, Pacific, European and Asiatic stations. On the two occasions when on shore duty he served first as assistant inspector of target practice and as naval attaché at Rome, Italy, and Vienna, Austria.

His services have always been performed with credit, as indicated by his professional records. Officers' records are marked in the following manner: Excellent, very good, good, indifferent, poor, bad.

There is no instance on the department's files covering his services superior to lieutenant commander is there a mark less than "Excellent." The average of the marks by numerals is within one or two-tenths of perfect. There has been no punishment inflicted on him. On the contrary there are numerous instances of especial commendation, such as the following:

"Professional ability is excellent."

"An exceptionally able and valuable officer of fine presence and highly cultivated, and of high standard."

"An excellent officer and a cultured gentleman; a high-class man with all desirable qualities for the service. I can not speak too highly of his officer; he has great ability, intelligence, and training; sailor fair."

"Would do well on duty with General Board or at War College Naval Intelligence."

"A very capable officer."

"An all around officer of high value."

All the above reports were based upon the regular service of Capt. White on capital ships in the fleet, not while on special personal duty, reporting officer, which so frequently evokes special commendation.

Capt. White has rendered many valuable and signal services in the performance of his duty. His record bears a letter of commendation for excellence in gunnery. He served for two years as assistant to A. S. Sims, at that time inspector of target practice of the Navy. This was rendered during the critical period of the development of gunnery and was extremely valuable. He served as signal and tactical staff of the commander in chief of the Atlantic Fleet under such conditions as to tactics. He has written several professional articles, all of which are acknowledged of distinct value. Upon his return from duty as naval attaché at Rome, Italy, he was especially commended by the Italian Emperor, which letter is now carried on his record. He has recently served with the French naval commission in this country, at the request of the service the head of the commission requested that he be detailed to France. He was more recently designated to meet the French General Joffre, upon his visit to this country to convey to him greetings from the commander in chief of the fleet and to pilot his ship to her anchorage. This was performed to the satisfaction of the commander in chief and commended by special messenger.

Throughout this great war he was engaged on important active service in command of one of the flagships of the fleet. His ship was sent to service against the enemy from the West. It conveyed the first a

in the submarine zone to France. Later he served in command of a submarine until wounded while preparing for an attack by submarines. After being in a hospital he recovered and is now in command of a second submarine. His services in these capacities has been eminently satisfactory, as shown by the reports of fitness on his record.

Capt. White's services there is not on record one instance of failure or satisfactory performance of any duty imposed upon him.

The following résumé of Capt. White's record is given to show that the performance of his regular duties has been above reproach. The advancement in this act, however, is desired as a reward for his activities outside of his regular duties, which have resulted in benefit to the service.

#### EXPLANATION OF THE BILL.

The bill provides for the advancement of Capt. White in the grade he holds, to take rank in the place he held upon graduation from the Naval Academy, having lost his place because of temporary illness which, through no fault of his, prevented his promotion in the regular order.

It is that he shall be carried as an extra number, thus preventing any change in the established list or the displacing of any officer in the list.

It is that the service performed since the time the officers in his place on the list were promoted to commander be credited to him as if he had performed in the same grade as they. This will simply satisfy a technicality of law and render him eligible to promotion again at the same time as his contemporaries.

The advancement is not a promotion to another grade. It does not increase his allowances one cent. It simply restores him in the same grade to the same reference to his contemporaries which he held upon graduation from the Naval Academy.

The statement of the Secretary of the Navy on this case is as follows:

#### DEPARTMENT OF THE NAVY, Washington, October 3, 1919.

MR. CHAIRMAN: Replying to the committee's letter inclosing a bill (H. R. 6380) to appoint Lieut. Commander Richard Drace White a commander in the active list of the United States Navy, and (H. R. 6380) to advance Richard Drace White on the active lists of commanders and temporary captains in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Richard Drace White, now a temporary captain and a permanent commander in the active list, was passed over by the selection board, and it is doubtless the purpose of these bills to reinstate Capt. White in his former position on the active list of the Navy and to remit thereby the loss of numbers which he suffered by being passed over.



[No. 178.]

A HEARING ON THE BILL

(H. R. 9525.)

**GRANTING AUTHORITY, ON CERTAIN CONDITIONS, TO THE SECRETARY OF THE NAVY TO REINSTATE WILLIAM H. CALDWELL IN THE UNITED STATES NAVAL SERVICE.**

the subcommittee on private bills of the Committee on Affairs, House of Representatives.

Tuesday, February 17, 1920.

subcommittee being in session, Hon. John A. Peters, chairman of the subcommittee, presiding.

testimony of HON. HERBERT J. DRANE, a Representative in Congress from the State of Florida.

DRANE. Mr. Chairman, I desire to present to the committee involved in H. R. 9525. This is a bill granting authority on certain conditions to the Secretary to reinstate William H. Caldwell in the United States naval service. It simply provides:

President be. and he is hereby, authorized by and with the advice and consent of the Senate to appoint William H. Caldwell, late naval cadet, United States Academy of the Naval Academy, class of 1886, and now lieutenant commander, United States Naval Reserve Force, class 4, an officer on the active list of the United States Navy, for shore duty only, with the rank of lieutenant commander, to take effect from the last regularly commissioned lieutenant commander at the time of the passage of this act, and when so appointed to be carried as an additional lieutenant commander at the grade to which appointed: *Provided*, That nothing in this act shall entitle William H. Caldwell to any back pay or allowances.

DRANE introduced this bill at the request of Lieut. Commander Caldwell.

Spanish War medal in recognition of services aboard the U. S. S. *Abarenda* at Guantanamo, Cuba, on June 11, 12, and 13, 1898.

He reentered the naval service as a lieutenant on June 25, 1918. He was ordered to the naval proving ground, and is still stationed there. On the 12th of March, 1919, he was promoted to lieutenant commander, United States Naval Reserve Force, and I invite your attention to letters containing recommendations for that promotion, and also to his efficiency report for the period ending June 30, 1918.

Mr. Caldwell feels that he is entitled to reinstatement because he entered the naval service after his honorable discharge for physical disability, not only during the Spanish-American, but in the war with Germany, after he had been physically disqualified. He has been stationed at the lower proving grounds from the day of the commencement of the work, and he is so interested in the plans that he would like to continue on duty there.

There was a memorandum in connection with this matter after he made his application, in which the inspector of ordnance in charge at the naval proving ground, Indianhead, Md., wrote to the Bureau of Ordnance as follows:

Subject: Recommendation for the transfer of Lieut. Commander William H. Caldwell, United States Naval Reserve Force, from the reserve force of the Navy to regular line.

1. Forwarded, strongly recommended for approval.

2. This station on many occasions has testified to the excellent work of which Lieut. Commander William H. Caldwell, United States Naval Reserve Force, has done in connection with the construction of the lower proving grounds, Dahlgren, Va., since his reporting here, 26 January, 1918.

This station has further recommended from time to time that every effort be made to retain the services of this officer after demobilization, in view of the fact that he is peculiarly well fitted for the work that he is performing at the above station, due not only to his previous experience in civil life since the Naval Academy but to the fact that he will have seen the lower proving grounds from the very day on which the ground was broken at this station, which means, of course, that as engineer in charge of construction he is familiar with all plans, policies, and work of this station, which as time goes on will render him of more value to the Government.

While the major activities of construction will be completed probably in another year, such a station from its very nature can never be considered as finished, for the improvements and additions necessitated by improved ordnance are matters which are arising frequently, and to have an officer of Mr. Caldwell's ability remain on duty at this station during the most important years of its development would be a great asset to the Government.

3. The work of this officer has been uniformly satisfactory and his retention in the regular branch of the service is most strongly recommended.

4. Attention is invited to the remarks on report of fitness in the case of this officer dated March 30, 1918, and other fitness reports which have followed, and letters containing recommendations for promotion, etc., in his case, particular attention being invited to the fitness report submitted in the case of this officer for the period ending September 30, 1918.

H. E. LACEY.

I have not the papers to which he refers in the last paragraph. This is the statement of my friend's case, in brief, and I ask it favorable consideration of the committee.

Mr. VENABLE. I notice that this bill provides that this officer shall be reinstated for shore duty only. Is that due to the nature of his disability?

Mr. DRANE. No; he has no disability any more. As a cadet, when he made his first cruise after being graduated, when he came ashore at the end of his first cruise, some doctor said he had pulmonary

as and was about to go into consumption, just the same as about me 35 or 40 years ago. That was about 1888. Then into civil life as a harbor engineer. I came in contact with at 20 or 25 years ago.

ENABLE. He has fully recovered now, as I understand it?

JANE. Yes; he is as hard as nails.

ENABLE. What is the purpose of your bill in providing that be reinstated for shore duty only?

JANE. He requested that that be inserted in the bill, and he he reasons. He said after being disconnected from the Navy at many years he would not presume to ask for sea duty in of a ship under present-day conditions. He did not think it would be the thing. But some one in the Navy Department, his old classmates, told him that because of his unusual abilitytain lines—

ENABLE (interposing). Along practical engineering lines.

JANE. Along practical engineering lines, yes; that he would be able to the Government, and now that he had gotten back into he wanted to stay in it.

ENABLE. The provision of your bill with that limitation in it of course, a question of public policy, as to whether or not we have any officer in the Navy who was not qualified for general duty. The policy of the American Navy has been—and it has been largely the distinguishing characteristic between the American and the navies of other countries—that our officers are trained as round men. They are gunnery officers, machinery officers, medical officers, etc., so that in any emergency, if a man assigned to perform duties was disabled, the next man could step in and perform the duties.

JANE. I think you will notice from this memorandum which I read that at one time during the Spanish-American War he had performed a very high grade, which was very efficiently performed. I know the technical reasons why the provision is inserted in the bill was drawn at his request by some one he knew.

ENABLE. My individual judgment of the bill is that it is weak-

other than shore duty, and you would have an anomalous situation of having a naval officer who would only be authorized or ordered to do one particular class of work.

Mr. DRANE. I can see that that would be a very objectionable feature about the bill as it stands now, and I would have no objection to the committee amending the bill to do away with that objection. (Statement of the Secretary of the Navy on this case follows.)

DEPARTMENT OF THE NAVY,  
Washington, October 22, 1915.

MY DEAR MR. CHAIRMAN: Replying further to the committee's letter inclosing H. R. 9525, "Granting authority on certain conditions to the Secretary of the Navy to reinstate William H. Caldwell in the United States Naval Service," and requesting the views and recommendations of the department thereon, I have the honor to inform you that in reply to a similar request from the chairman of the Senate Naval Affairs Committee for the views and recommendations of the department on S. 3085 which is identical with bill H. R. 9525, the recommendations were as follows:

"Replying to the committee's letter inclosing bill (S. 3085) 'Granting authority on certain conditions to the Secretary of the Navy to reinstate William H. Caldwell in the United States Naval Service,' and requesting the views and recommendations of the department thereon, I have the honor to inform you that Lieut. Commander William H. Caldwell, United States Naval Reserve Force, graduated from the United States Naval Academy with credit in June 1886, and after a two years' cruise received a diploma at final graduation in June, 1888. At the end of the cruise Lieut. Commander Caldwell stood number one in his class but was found physically disqualified by the medical examining board and in consequence of this finding was honorably discharged from the naval service.

"At the outbreak of the Spanish-American War Lieut. Commander Caldwell tendered his services to the Navy and after passing the required professional and physical examinations was commissioned a lieutenant (junior grade) and served from May, 1898, to January, 1899, when he was honorably discharged.

"By the provisions of an act of Congress in March, 1901, he was awarded a Spanish War medal in recognition of his services aboard the U. S. S. *Albatross* at Guantanamo, Cuba, on June 11, 12, and 13, 1898.

"Lieut. Commander Caldwell then offered his services to the Navy January 2, 1902, as lieutenant, United States Naval Reserve Force, and was ordered to the proving grounds, at which he has served continuously since that date. On March 1919, he was promoted to lieutenant commander, United States Naval Reserve Force.

"It has always been the policy of the department to look with disfavor on officers of this character except in particularly meritorious cases. Since an examination of Lieut. Commander Caldwell's record does not show that he should come within this category, the department recommends that bill S. 3085 be not enacted."

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN, COMMITTEE ON NAVAL AFFAIRS,  
House of Representatives.

[No. 179.]

A HEARING ON THE BILL

H. R. 3217.

THE RELIEF OF CELESTE DOUSSAN BISSET.

the subcommittee on private bills of the Committee on Affairs, House of Representatives.

Tuesday, February 17, 1920.

Committee being in session, Hon. John A. Peters, chairman of Committee, presiding.

of HON. H. GARLAND DUPRÉ, a Representative in Congress from the State of Louisiana.

DUPRÉ. Mr. Chairman, I first desire to direct the attention of the committee to H. R. 3217, which undertakes to give a six months' gratuity to Mrs. Celeste Doussan Bisset, the widow of Maj. Celeste Doussan, late a major in the United States Marine Corps. On a previous occasion I submitted this matter to the committee, and on that occasion Mr. Peters and Mr. Venable were members of the subcommittee at that time.

Mrs. Doussan had been a Marine Corps officer and had been retired from the service when the war broke out and he was recalled to active service and after about two months' service as a recruiting officer at New Orleans he was again put on the inactive list, and after two months thereafter in the insane asylum at New Orleans.

I am frank to say that in spite of my persuasiveness the War Department made an unfavorable report on this bill, on the ground that there should not be special legislation in this one case, but that there were others equally deserving.

was assigned to active duty and was placed in charge of the Marine Corps station at New Orleans, La., April 7, 1917. The strain of the active duty a years on the retired list proved too great for Maj. Bisset, and his relief from act became imperative and he was relieved on May 2, 1917. He died shortly af July 16, 1917.

"While fully appreciative of the sacrifice made by Maj. Bisset, and while that if he had been on the active list at the time of death his widow would h entitled under the circumstances to a gratuity of six months' pay, I neverth constrained to feel that, inasmuch as the law had not contemplated such at that time, the department would not be justified in urging the enactment legislation in behalf of this one individual, for it is not known that there special circumstances rendering this case more worthy than others wh occurred under similar circumstances. As the Congress had not at that t fit to include the dependents of retired officers dying while on active du those entitled to the gratuity of six months' pay, I do not feel disposed to re retroactive legislation at this time in behalf of them as a class."

In view of the foregoing, it is recommended that bill H. R. 3217 be not en

Sincerely, yours,

JOSEPHUS DANIEL  
*Secretary of the*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

○

[No. 180.]

A HEARING ON THE BILL

H. R. 7213,

REGULATING THE NAVAL RECORD OF CLARENCE A. RICHARDS  
AND THE ADMINISTRATION OF THE PENSION LAWS.

Before the Subcommittee on Private Bills of the Committee on  
Affairs, House of Representatives.

Tuesday, February 17, 1920.

Subcommittee being in session, Hon. John A. Peters, chair-  
man of the subcommittee, presiding.

Present, HON. IRA C. COPLEY, a Representative in Congress  
from the State of Illinois.

COPLEY. Mr. Chairman and gentlemen, this is in relation to  
Bill 7213—

PETERS. Is this recommended by the department or otherwise?

COPLEY. It not only is not recommended by the department,  
but is protested by the department, and I want to call your atten-  
tion to the facts, if I may. I will give you a brief history of the case.

PETERS. This is for the daughter of Admiral Bradford, is

COPLEY. Yes.

PETERS. I know that he was a very distinguished officer in

COPLEY. Yes; and may I say that although Mrs. Richards's  
husband had been an admiral and her husband had been a lieutenant  
colonel, yet Mrs. Richards, who was Miss Bradford, was com-

That is the finding of the court of inquiry.

Mr. PETERS. And that says that it was not the result of his own misconduct?

Mr. COPLEY. Yes.

Mr. PETERS. It did find, I believe, that he had been drinking with other people.

Mr. COPLEY. Yes. The Bureau of Navigation—

Mr. MCPHERSON. Why did he go into this place where he was killed?

Mr. COPLEY. He went in with a boatman or to find a boatman to take him out to his ship.

This was referred to the Bureau of Navigation. First, Admiral Mayo, the fleet commander, approved the findings of the court of inquiry. Then the Secretary of the Navy referred it to the Bureau of Navigation. They found all the findings to be correct, with the exception of this one, they claiming that he came to his death by his own misconduct. I will read you their findings:

1. Returned, recommending approval of the findings and opinion of the court of inquiry except the finding that the death was not the result of his own misconduct.

2. While the testimony does not show that Lieut. Richards was drunk it does show that he had been drinking.

There can not be any question about that. The real question is whether the findings of the court of inquiry were correct or whether the findings of the Bureau of Navigation are correct. Admiral Mayo approved the findings of the court of inquiry.

I have here a letter from his fleet commander at that time, which has asked me not to put in the record, and I presume the reason for that is perfectly apparent, but I would like very much if you gentlemen would read it and not make it a matter of public record.

Mr. PETERS. If the findings of the court of inquiry should be adopted by the committee, the result of that would be that he would be cleared, would it not?

Mr. COPLEY. The result of that would be that he would be cleared and his wife and child would then be entitled to a pension.

I have here the records of the 11 ships in that fleet, and the *Farragut* stood third in battle efficiency.

I have here a letter from Admiral Gleaves and a letter from Admiral Mayo, recommending him as an officer of exceeding worth and promise.

Mr. PETERS. Was there any other trouble with his record in connection with intoxication?

Mr. COPLEY. None whatever.

Mr. PETERS. Was it claimed that he was actually intoxicated at this time or had simply been drinking?

Mr. COPLEY. I read you the findings of the court of inquiry which mentioned that his death did not come from his own misconduct. Then I read you from the finding of the Bureau of Navigation:

Returned, recommending approval of the findings and opinion of the court of inquiry—

That is, that he did not commit suicide—

except the finding that the death was not the result of his own misconduct.

goes on in paragraph 2 to say that while the testimony show that Lieut. Richards was drunk, it does show that he was drinking. In other words, the Bureau of Navigation—TERS (interposing). He was warned, I believe, by some man of this electric station not to go into the rear part where the apparatus was, was he not?

PLEY. Yes; but another man had gone in there and he had went in to help him.

TERS. Yes.

PLEY. To see that he did not get into any trouble.

AUS. What was the rank of this officer at the time he met?

PLEY. He was a lieutenant in command of a destroyer.

TERS. There is no really serious claim that he committed

PLEY. None, except the verdict at the coroner's inquest. That of that was that the coroner's jury found he came to his suicide.

TERS. It seems to me that is absurd.

PERSON. Was there any showing as to what he did after he got into this place—how he happened to come in contact with the wire?

PLEY. Yes.

TERS. The only question was whether or not he died as the result of his own misconduct.

PLEY. What actually happened was exactly the opposite.

TERS. A man went in there ahead of him?

PLEY. Yes. The Secretary of the Navy declined, for the clerical effort would be too great, to give me a copy of the findings, but he suggested I might get the copy given to this man. I have that copy.

TERS. That is, the findings of the court of inquiry?

PLEY. Yes. I have gone over that, and I have also copies of the letters which he had written within a week of the time of the occurrence to his wife and children, and the tone of those letters is per-

Mr. COPLEY. In no way.

Mr. MCPHERSON. Was any suit brought against him? Was he liable for the death of this man?

Mr. COPLEY. No; I think not. I think he had no right in that house, but he was not liable.

Mr. PETERS. He had no business in that house.

Mr. COPLEY. There is no question about that.

Mr. KRAUS. Do you know anything about the Navy? I believe you said he was not liable.

Mr. COPLEY. No, sir. I said that he was not liable to enlist in the Navy as a yeowoman in that house and child.

Statement of the Secretary of the Navy.

MY DEAR MR. CHAIRMAN: Further reply to your bill (H. R. 7213) changing the naval record and administration of the pension laws, and requesting the department thereon, I have the honor to inform you on board the U. S. S. *Tucker* at Sag Harbor, I was commander in chief, United States Atlantic Fleet. Lieut. Clarence A. Richards, United States Navy, met his death by accidental electrocution at a high-voltage switching station, not in the line of duty. The findings of the court, set forth that:

"From the evidence adduced, the department finds that the death of Lieut. Richards was not incurred while in the performance of his duty, but was the result of his own misconduct."

From a careful reexamination of the facts and circumstances, the department finds no reason for changing its former opinion of the court of inquiry above noted.

The department has been constantly opposed in the attached bill except in circumstances which are meritorious, and in view of the fact that this is the department recommends that the bill H. R. 7213 be not passed.

Sincerely, yours,

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS  
House of Representatives

○

[No. 181.]

A HEARING ON THE BILL.

H. R. 9087.

**THE APPOINTMENT OF LIEUT. COMMANDER CHARLES W. MOOTS TO THE PERMANENT MEDICAL CORPS OF THE NAVY.**

Before the Subcommittee on Private Bills of the Committee on Affairs, House of Representatives.

**Tuesday, February 17, 1920.**

The subcommittee met at 10.30 o'clock a. m., pursuant to adjournment. Hon. John A. Peters, chairman of subcommittee, presiding.

PETERS. Gentlemen, we will first consider H. R. 9087, a bill for the appointment of Lieut. Commander Charles W. Moots to the Permanent Medical Corps of the Navy. Gen. Sherwood desires to make a statement in regard to the matter.

Statement of HON. ISAAC R. SHERWOOD, a representative in Congress from the State of Ohio.

SHERWOOD. Mr. Chairman, I know Dr. Moots; he lives in my home town of Toledo, Ohio. I know he is a first-class surgeon and a high-gentleman and scholar. This bill looks to me to have real merit.

The bill is sufficiently guarded, as you will discover, and it is entirely with the Secretary of the Navy, who is to have an examination of Dr. Moot's mental, moral, physical, and professional qualifications to perform the required duties, and without elaborating on the question, I believe it is a thoroughly meritorious case. Dr. Moot has rendered valuable service and is very highly indorsed, as the record will show, and I ask for a favorable report on the bill. My report of the Secretary of the Navy on this case is as follows:)

DEPARTMENT OF THE NAVY.



[No. 182.]

A Hearing on the Bill H. R. 13662.

**FOR THE RELIEF OF STANLEY MITCHELL.**

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,  
Monday, April 19, 1920.**

Subcommittee on private bills met at 4 o'clock p. m., Hon. Peters, chairman of the subcommittee, presiding.

PETERS. The subcommittee will come to order. Mr. Kendall, take up the case of Lieut. Stanley Mitchell, at your request, at of Mr. Vaile, and very likely you will want to make a statement.


KENDALL. Yes.

PETERS. Proceed.

Statement of HON. SAMUEL A. KENDALL, a Representative in Congress from the State of Pennsylvania.

KENDALL. I want to say that I believe the case of Lieut. Mitchell is unusually worthy. From what I know of the Mitchell family is not one to claim more than it deserves. Three years ago the family was composed of the father and two sons and an invalid daughter in the family. The son, Stanley Mitchell, is to-day on account of pulmonary tuberculosis in a serious stage and the result of his war service.

It is interesting to know that the second son, Robert, was on the battle field after repeated acts of heroism and was cited in a general order read after his death. I do not know



give him much less pay than the lieutenant was while in the service.

I just want to state briefly these might receive from this great country has been disabled in the service should and just recompense on the retired list he rendered his country. The one soldier who is here, has, what amounts to the sacrifice in this same war, and the strength in the service of his country him that he receives what his service should receive. For that reason I am glad to just present very briefly the case of the Navy during the war.

Mr. PETERS. As I remember the matter before. On account of the record finding that his disability was not incurred eligible for relief under the war-risk or other remedy. That is as you understand.

Mr. KENDALL. Yes.

Mr. PETERS. Has there been any legislation Secretary other than that?

Mr. KENDALL. Yes.

Lieut. MITCHELL. Yes; I have a letter quite a lengthy letter, but it ends by a number of precedents, and the Secretary to my being retired as an ensign, regrets to not take that into consideration. I accept his finding, because I am afraid to get a bill through by unanimous vote of the department. Mr. McNeely's original letter for the Secretary, disapproving the liberty to ask him to come back will state that that letter was written on facts and that there was a series of errors.

Mr. PETERS. He can state that for that you wish to say, Mr. Kendall.

Mr. KENDALL. Yes; I have stated because they have the facts here.

Mr. PETERS. That is what we desire.

Mr. KENDALL. I just wanted to state anything can be done to help him along.

Mr. PETERS. We are very glad to hear that.

Mr. KENDALL. I understand that from the department, will make a statement of the situation.

Mr. PETERS. Yes.

of MR. I. C. McNEMAR, Judge Advocate General's Office,  
Navy Department.

ERS. Will you state what you have in mind, pertinent to  
y?

NEMAR. Yes, sir; this case was first brought to my atten-  
an indorsement came from the secretary of the Naval  
Committee of the Senate requesting the views and recom-  
of the department on the bill that was introduced.

ERS. That was the first one under which he was to be made  
at.

NEMAR. Yes, sir; retirement as a lieutenant.

ERS. Since then, there was the bill introduced, on the 15th  
y Mr. Vaile that he be retired as an ensign.

NEMAR. Yes, sir; I have seen that bill. In the general  
these matters are referred to the Bureau of Navigation for  
also for matters of policy. It was thus referred in this case  
back with a recommendation that since it was special  
it should be disapproved. Practically, that is all the  
that we had to work on in the office of the Judge Advocate  
at that time. That being the condition the first letter was  
ving the views and recommendations of the department  
rst bill; i. e., recommending that it be disapproved.  
ly thereafter, Senator Page wrote the department a letter,  
ove that Congressman Vaile also wrote a letter, in which  
was invited to a certain statement in this previous letter  
le it necessary for the Judge Advocate General's Office to  
ther investigation concerning whether or not Mr. Mitchell  
red service since graduating from the Naval Academy.  
ide that investigation they found that the previous state-  
not correct. That is, the previous letter was in error and  
dse impression.

ERS. The letter from the department?

NEMAR. Yes, sir; leaving a false impression. I might  
this way, these letters are prepared for the Secretary's sig-  
is impossible for him to know the facts in all these cases

Mr. PETERS. Will it elucidate the matter read now?

Mr. McNEMAR. Yes, sir. This was signed by the Secretary and was written by

Mr. PETERS. That is one with the Senate committee?

Mr. McNEMAR. Yes, sir. The letter

MY DEAR SENATOR: The receipt is acknowledged in which you request a statement for the Committee (S. 3665) for the relief of Stanley Mitchell, "having and merits of the legislation sought in this instance and regulations," and in which you refer to a fact thereon.

The essential facts in this case are as follows: Shipman at the United States Naval Academy; he was examined by a board of medical survey for pulmonary tuberculosis, incurred in line of duty at hospital at Las Animas, Colo., on November 1, 1912, the semiannual and annual examinations of his diploma "in absentia," as of date of his discharge, treatment at Las Animas in the status of a midshipman; he was discharged from treatment and ordered to report at Annapolis, Md. Having been found by a board of medical survey to be unfit for duty in the naval service by reason of pulmonary tuberculosis, no law authorizing the retirement of a midshipman from the department, and upon receipt thereof was 1912.

He was again admitted to the naval hospital, Annapolis, Md., on December 12, 1912, and continued there until December 21, 1914, when discharged upon his own request under treatment at the above-mentioned hospital. On April 24, 1916, when he was discharged as "improving."

A bill was introduced in the Senate of the United States, to appoint Mr. Mitchell an ensign on the line, which was never reported out of the Committee on Naval Affairs, which it had been referred in due course.

He was appointed a civilian instructor in the United States Naval Academy September 24, 1916, and served as a reserve officer in the Naval Reserve Force in September 1917, appointed a lieutenant (junior grade) on April 24, 1917, made on that date. On July 21, 1917, he was assigned to duty at the naval hospital, Annapolis, Md., the command of which he now occupies.

"There are evidences of old tubercular lesions in the pulmonary lobes. These are doubtless healed, and no active tuberculosis. It is my opinion that Mr. Mitchell is, in my opinion, fit for duty."

In September, 1917. Mr. Mitchell was ordered to report to the Naval Reserve Force on board the U. S. S. *Gresham*, where he was found to be suffering from tuberculosis, and was sent to Fort Lyons, Colo., for treatment. On December 1, 1917, he was assigned as lieutenant in the Naval Reserve Force, and at this hospital from November 26, 1917, until February 1, 1918, to duty at the Navy recruiting station, Denver, Colo., until March, 1920, when he was placed on inactive status he now occupies.

Further Mr. Mitchell was in pensionable status after the date of the acceptance of his resignation in 1912, until, as stated by him, he was deprived of his pension by the risk insurance act.

From the above statement of facts, it appears that Mr. Mitchell was a midshipman, May 20, 1912, until March, 1920, as a member of the Naval Reserve Force, Mr. Mitchell was a civilian at Las Animas, Colo., for one period of

months—a total as a civilian of one year and ten months' treatment; and in the Naval Reserve Force under treatment or on light duty in the locality for a period of two years and four months—a grand total period of under on light duty in the locality of Las Animas of four years and two months. A period of approximately eight years, two months was on active full duty, which, the department is most decidedly of the opinion that Mr. Mitchell Justice, entitled to retirement by reason of disability incurred, or duty since the date of his resignation as a midshipman May 20, 1912, and it is a is not legally entitled to retirement.

After to Senator Swanson of January 7, 1919, in which I stated that the proposition for the relief of Mr. Mitchell was not without "considerable color of and reference not to any circumstance which may have arisen since the date of his resignation as a midshipman May 20, 1912, but rather to the fact that his tuberculosis incurred while a midshipman and was to that extent in line of duty. Midshipmen are not entitled to retirement for injury or for disability incurred while at the Naval Academy.

As is, in general, the legal status of a midshipman, still in particular cases if disability incurred has been total, the department and Congress have considered in particular cases and the department has recommended, and Congress has legislation authorizing the retirement of such midshipmen as ensigns on active duty. That has always been a matter for Congress to decide.

A careful examination of the cases cited by you in your letter, namely, John Blankenship, William Remmings Walsh, Edward F. Greene, and Harold H. H. H., together with the cases of William Parker Sedgwick and John Tracy of which are sufficiently similar to be considered as falling in the same class, I am of the opinion that the case of Mr. Mitchell, with sole reference to that disability occurred while he was a midshipman, is equally meritorious as the foregoing cases, each of which was approved by the department prior to the time of my duties as the Secretary of the Navy, and I would have no objection to the retirement of Mr. Mitchell as an ensign.

Very truly,  
rely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

ROLL S. PAGE,  
*Rank Committee on Naval Affairs,  
United States Senate.*

I note in the first paragraph the words, "having particular regard to the justice and merits of the legislation sought in this matter rather than with reference to law and regulations."

Very important to get that distinction, because the Senator is of the opinion that he knew what the law was, but that particular distinction should be made to the justice and merits of this case.

Very truly,  
rely, yours,  
Did Mr. Mitchell resign as a midshipman?

would be warranted in being enrolled as an officer in the Naval Reserve Force I will serve my country." Under these circumstances an examination was given him on April 5, 1917, at which time, as the record shows in the history of the case, the Government was informed that a prior examination had found that Mr. Mitchell had had pulmonary tuberculosis, while in the Naval Academy, and had not been commissioned as an officer in the service at that time owing to the fact. To make assurance doubly sure in his case, a request was made for a special physical examination, which was ordered, and made on the 21st day of July, 1917. It was also brought to their attention at that time that a prior examination had been made, all of which has been read to you from this letter, including the result of the examination in which they said that he was fit for active duty. That means general service, duty of any kind or under any condition. As a result of that examination, Mr. Mitchell went into the Naval Reserve Forces and was ordered to duty on board the *Gresham* in September, 1917, where he served for a period of about two months, during which time he was called upon to perform the same service as was performed by other members on board that ship, to stand watch the same number of hours and perform the same duties as the others.

As a result of this he again developed signs of tuberculosis and investigation being made it was found that he had pulmonary tuberculosis, and he was sent to the naval hospital at Fort Lyons. After being treated there for a short time he was assigned to recruit duty in Denver, Colo., which fact has been referred to and considerable effort made to indicate that this assignment was a favor that was conferred on him. But I think you will find in further investigating the facts, and I will make the statement, having made investigation of these facts, that the service performed by Lieut. Mitchell at that time was only the service that could be performed by a man who attended strictly to duty and pursued it as ardently as he possibly could. The record shows the number of enlistments of recruits made under his administration to be as high as in any other locality. So the reference to a line of duty in that way might be misleading. He had the same kind of shore duty as anybody else, in the department or elsewhere, and he performed that duty with exceptional ability.

There is a point I wish to bring out and that is this. I wish to call your attention to the fact that it is possible for a man to have tuberculosis and to recover from it. It seems to me that is a matter that ought to be taken into consideration. We may have the impression that a man once with tuberculosis always has it. That is not true. Examinations with the X-ray machines have shown large numbers of cases where persons had had tuberculosis which had been cured. The examinations in this case showed that he was cured of tuberculosis, and he was taken into the service in that State. He did not go into it to try to get anything out of the Government, but went in to serve his country, and after two months' service he came down with a physical disability in line of duty, namely, tuberculosis.

Now, there is an idea brought forward in this letter that seems to be particularly unfair. That is this, when a man is suffering from a physical disability incurred in line of duty, length of service is nothing to do with it. If a man goes into the service and falls down the hatch and is injured, breaks a leg, for instance, there is no question

ed as to whether he has been in the service a year or half an  
 f a man was taken into the naval service and it develops  
 months or some other brief time that he had tuberculosis,  
 ordinary circumstances there would be no question about the  
 service.

There is any impression that a physical disability incurred in  
 duty is in any way dependent upon the length of service  
 I, I wish to say that under the policy of the department it  
 any way dependent upon length of service. That seems to  
 be an important factor in this situation, and under these  
 lances it would seem that Mr. Mitchell would be entitled to  
 nt as a lieutenant in the Naval Reserve Force if the law, as  
 stands, entitles anybody to retirement in the Naval Reserve  
 But no retirements are now being made in the Naval Reserve  
 nder this law, because of the fact that the department—the  
 y's office—is not certain whether retirements should be made  
 is law; i. e., whether they are authorized or not authorized.  
 ing the case and having no other precedents for the retire-  
 special acts of Congress of members of the naval service  
 in those who have become physically disabled in line of duty  
 the Naval Academy, which bills provide for retirement in  
 e of ensign, this bill was introduced for the retirement of  
 ell, in the grade of ensign. There is the case of Mr. Blanken-  
 o was let out of the service at the academy because of pul-  
 tuberculosis. He served during the Spanish-American War,  
 on down with tuberculosis, and because of that he was  
 an ensign in the naval service by an act of Congress, there  
 general law authorizing the retirement of those who suffer  
 disability in line of duty at the Naval Academy. The  
 nt has on one or two occasions proposed general legislation  
 at line but it has never met with the approval of Congress.  
 is the case of Mr. Sedgwick. Mr. Sedgwick—while, as you  
 they formerly had four years in the Naval Academy and then  
 ars' practice cruise—on the practice cruise was found to be  
 or the service, not having the personal qualifications as an  
 a. his eyes gave way or some other reason, and he was

Mr. PETERS. I do not understand your argument quite, although I feel very sympathetic about the matter. You say that he had sustained this disability after he entered the reserve forces?

Mr. McNEMAR. Yes, sir.

Mr. PETERS. Do you want to retire him on the ground of precedents where a man received disability as a midshipman?

Mr. McNEMAR. If I were backing up this case from the start, I was not called in to support a bill, for instance, that calls for retirement as an ensign, I would not even mention these six cases which I have noted, which show that there are precedents for retiring men as ensigns who have developed physical disability while midshipmen. Now, there are one or two connecting links that might be made.

Mr. VENABLE. As to disability?

Mr. McNEMAR. Yes, sir.

Mr. VENABLE. What is our attention called to those cases for?

Mr. McNEMAR. The precedent of this particular bill that would authorize the retirement of Mr. Mitchell as an ensign because of tuberculosis received in line of duty while midshipman at the Naval Academy.

Mr. VENABLE. That proceeds on the theory that this is the same tuberculosis he had and contracted as midshipman?

Mr. McNEMAR. Yes, sir.

Mr. PETERS. Then I should not lay so much emphasis on the fact that he was cured?

Mr. VENABLE. Here is a young man who went to the Naval Academy as a midshipman. He there developed a case of pulmonary tuberculosis as a result of which he had to resign from service. Well and good. He proceeded to the point of becoming cured, if such a thing was possible. At least, he succeeded in reaching a point where your men whose business it is to pass upon such questions in the Navy were not able to tell that he had the disease and relying on their statements that he was a cured man and for service, he went back into the service and, as a result of his service he either contracted a new case of tuberculosis or else a case which was dormant and possibly would have remained dormant all of his life if he had not gone into the service became again active. It may very well be that it is an old case that was incompletely cured and merely dormant and in its dormant stage the man was healthy, felt well, lived out the natural span; it was doing him no harm. You may take that theory, and yet by reason of the service conditions the disease is changed from one of dormancy to activity. As a result, the man will finally suffer great disability. Why is it not, by my first inquiry, entitled to receive relief for the change in the condition of the disease from one of dormancy to activity much as by the contraction of a new disease?

Mr. McNEMAR. I would answer that question this way: The war-risk insurance law says that he is entitled to relief under the same circumstances just the same as if he had never had the disease before. The Navy Department, however, through the Bureau of Medicine and Surgery, has gone on this theory: A large number of individuals were taken into the Naval Reserve Forces, the conditions under which they were taken in being a demand for men to get them quickly and not having a sufficient number of medical officers to make thorough examinations in all cases, as was made in this case, they took these men and they subsequently contracted

The Bureau of Medicine and Surgery goes on the theory men were not perfect, and that in any case where tuberculosis develops within six months after the man entered the Naval force said bureau holds that these men had tuberculosis at their enrollment in the service. Personally, I think that is the rule, but they have established it because there were a number of cases where they could not make a sufficiently thorough examination.

TABLE. We are looking at this case from the broad equities.

NEMAR. Yes.

TABLE. Of course, the pensions and things of that sort are for an injury which a man has received growing out of his service. Here is a citizen who presents himself, either diligent to the Government or volunteers to the Government. He is not a doctor. He is not one of passing upon his own fitness but comes up and says to the Government: "Here I am; if I am fit, take me." It is entirely in the hands of the Government to pass upon that man and the Government is more or less at the mercy of the Government and the Government officers.

NEMAR. Yes, sir.

TABLE. Suppose they make a mistake and say to the citizen to be taken in, "All right, come in," and he comes in, and if that mistake on the part of an officer of the Government is injured, and it seems to me that every equity demands that care be taken care of, because he has certainly suffered his disability as we are able to establish, in the service. If the doctors find it at the time he presents himself, the best evidence is, that it is not hurting the man. We put him under conditions which hurt him. I can not see where the Government is not held equity liable for that injury if you are going to proceed to say that it is the duty of the Government to take care of injuries incurred in the service.

Another theory, that his case of tuberculosis was cured. He gets tuberculosis, was cured, and he contracted a new disease. There is certainly no condition there or anywhere that he is not entitled to something.

Mr. VENABLE. I did not suppose you had the same case in mind.

Mr. McNEMAR. The reason they do not retire them as midshipmen is that there are no provisions in any retirement law for midshipmen being carried on the retired list.

Mr. VENABLE. They go according to law, and we have now question of making a law to fit the particular case. What I do understand is why if this man is entitled, assuming on one thing that he is entitled to retirement, you should propose a special law for his benefit, and why should the department recommend that he be made a retirement as an ensign?

Mr. McNEMAR. I will explain that. At least, I will try. The first retiring board that was ordered in his case made this statement: "The records on file show that this man contracted tuberculosis while in line of duty at the Naval Academy."

Mr. VENABLE. They are proceeding on the theory that the recommendation that he be retired as ensign is based on the theory that this is the same tuberculosis that he has had or contracted in the back?

Mr. McNEMAR. Yes, sir.

Mr. VENABLE. So if this committee should find, as a matter of fact, that it is not the same case of tuberculosis, or should even though it may be the same case in a dormant stage and become active by reason of service, and all that is sufficient to him, this precedent of retiring as an ensign would not be applicable?

Mr. McNEMAR. Of no value whatever.

Mr. PETERS. Proceed.

Mr. McNEMAR. There is a further statement in this case which I wish to make, and that is with reference to the indorsement by the Bureau of Medicine and Surgery in this case, which I think is at the bottom of this whole thing, as follows:

The records on file show that this officer contracted tuberculosis in the line of duty while at the Naval Academy and under the law he was not entitled to retire. His resignation was accepted May 20, 1912, and he was treated at the naval hospital, Fort Lyons, Colo.

There is no record on file of his physical examinations for appointment as lieutenant, junior grade, in the U. S. N. R. F., July 5, 1917, and in view of his history he should not have been appointed.

I think that indorsement is the basis of the whole thing. Mitchell had had physical examinations and the record of them—I am not quite sure where the first record was at that time, but the second one was in the commandant's office at Norfolk. The Bureau of Medicine and Surgery, it seems to me, ought to have made a further examination, and this indorsement should not have gone in under those circumstances. Now, then, as a result of the reports, the retiring board found that his physical disability was while he was on duty as a midshipman.

Mr. PETERS. That is not consistent with their record.

Mr. McNEMAR. No.

Mr. PETERS. The subcommittee will adjourn until 10.30 to-morrow morning.

(Thereupon, at 4.45 o'clock p. m., the subcommittee adjourned and will meet again at 10.30 o'clock a. m., Tuesday, April 20, 1920.)

Tuesday, April 20, 1920.

Committee on private bills this day met, pursuant to adjournment, Hon. John A. Peters (chairman) presiding.

of **MR. L. C. McNEMAR**, Chief Law Clerk, Office of Judge Advocate General of the Navy—Resumed.

**PETERS.** Mr. McNemar, I do not know whether the record reflects that I understand that you are the chief law clerk in the Office of Judge Advocate General of the Navy?

**McNEMAR.** Yes, sir.

**PETERS.** Yesterday, at the time of adjournment, you were speaking of a possible complication entering into this case on account of the Bureau of Medicine and Surgery. Will you please explain that a little?

**McNEMAR.** Yes, sir. I will take it up just at the point where I will say, for the benefit of the committee, that I was interrupted suddenly, and I had not any idea that I was going to discuss this case, and was not permitted time to prepare a statement or to organize the material as I wished. However, without anything that I said yesterday, I desire to present the facts. I think bear on this case.

**PETERS.** You may proceed.

**McNEMAR.** Taking up the matter of the indorsement by the Bureau of Medicine and Surgery of May 8, 1918, on the record of the board of Mr. Mitchell, held under date of April 18, 1919, I submit the following facts relative thereto: Mr. Mitchell having been ordered to appear before a naval retiring board convened at Fort Lyon, Colo., on April 7, 1919, the Bureau of Medicine and Surgery, under date of April 5, 1919, informed the president of the board, which had been convened by order of the department, dated of February 11, 1919, that Mr. Mitchell would appear for examination in conformity with the laws applicable to that—

I transmits herewith all matter found on the files and records of the

mendation. Under date of May 8, 1919, the Bureau of Medicine and Surgery commented upon this record as follows:

The records on file show that this officer contracted tuberculosis in the line while at the Naval Academy; but under the law he was not entitled to retire until his resignation was accepted in May, 1912.

There is no record on file of his physical examination for appointment as Ensign (junior grade) in the United States Naval Reserve Force April 5, 1917, and of his medical history he should not have been appointed.

He undoubtedly had the disease when appointed, and although he continued in line of duty when a midshipman, he was not entitled to retirement.

In view of this the bureau is of the opinion that he should not be retired either placed on active duty or disenrolled.

That indorsement was made without their having before them the medical records of the two examinations bearing upon the eligibility of Mr. Mitchell to perform active duty in the Naval Reserve Force.

Under date of May 29, 1919, the Bureau of Navigation recommended that the Bureau of Medicine and Surgery make a physical examination to establish whether Lieut. Mitchell was examined as a competent medical officer upon his enrollment in the Naval Reserve Force. But there is no evidence in the records which show that this investigation was ever made; on the contrary it appears that it was not made.

The Secretary of the Navy in commenting upon this record of the retiring board under date of June 11, 1919, was of the opinion that upon the review of the record in this case it is noted that the board has found this officer incapacitated for service by reason of tuberculosis, chronic pulmonary, that his incapacity is permanent and incurred in line of duty, as the result of an incident of the while a midshipman on duty at the Naval Academy, November 1911, and so forth. The "etc." is in the statement.

The act of July 1, 1918—continuing this report of the Secretary of the Navy, however, provides only for the retirement of officers of the Naval Reserve Force who have become physically disabled in line of duty while serving in said reserve force.

Mr. PETERS. The Secretary since then has reversed that.

Mr. McNEMAR. Yes, sir. He is now of the opinion that he should not be retired at all, that is, he is in doubt concerning whether the act of July 1, 1918, permits retirement.

Mr. PETERS. He is not ordering any retirements for that reason.

Mr. McNEMAR. He is not ordering any retirements at this time.

Therefore a known disability acquired prior to April 5, 1917 (the date when Mitchell enrolled in the Naval Reserve Force) may not properly be considered by the board in arriving at its findings in this case.

That is due to the fact that the first retiring board for the purpose of the law was convened while Mr. Mitchell was a midshipman at the Naval Academy and therefore he would not be entitled to retirement under this law by virtue of this finding.

The board was accordingly ordered to reconvene for the purpose of reconsideration, but this being found impossible—the disability was due to the fact that the members of the board were not available—Mr. Mitchell was ordered before another retiring board was convened at Mare Island, September 23, 1919, for the consideration of his case. Under date of September 6, 1919, the Bureau of Navigation informed the President of this second retiring board of the matter found on the files and records of the department.

any way to the candidate's physical or mental condition is herewith, an indorsement similar to that made to the first board. But a careful examination of the matter thus forwarded by the Bureau of Navigation shows that the records of the examinations which were held for the purpose of determining the physical fitness of Mr. Mitchell for enrollment and active service in the Naval Reserve Force were again omitted.

Q. Why was that?

A. The medical examinations which had been held to determine Mr. Mitchell's physical fitness to enter the Naval Reserve Force were again omitted. That was either due to some individual in the organization. These records were maintained on file in the commandant's office at the fifth naval district, because Mr. Mitchell had been enrolled in that district, the one at Norfolk, and I do not have copies of them in the Bureau of Navigation or in the Bureau of Medicine and Surgery, due to somebody's fault, I do not know whose, but not due to Mr. Mitchell's fault. Besides the Bureau of Navigation had requested the Bureau of Medicine and Surgery to make a thorough investigation in this case, which investigation was evidently not made, although these records of examinations were on file with the commandant of the fifth naval district at the time.

They were not included in the records submitted to this board, nor were they before said retiring board at any time. I do not know whether they were before the board or not. I do not see how they could have been. They are not on the record as exhibits before the retiring board and I do not know that they were before that board at any time.

The indorsement of the Bureau of Medicine and Surgery made to the first retiring board, under date of May 8, 1919, to the effect that there was no record on file of his physical examination for appointment as lieutenant (junior grade) in the United States Naval Reserve Force, April 5, 1917, and the comment of the Board of the Navy under date of July 11, 1919, to the effect that Mr. Mitchell was not entitled to retirement by virtue of the provisions of the act of July 1, 1918, owing to the prior findings of the

the Naval Reserve Force shows that some member in the service other than Mr. Mitchell failed in the performance of his duty in this case, whereby Mr. Mitchell was made to suffer; that the Bureau of Medicine and Surgery and the Bureau of Navigation did not perform their full duty when they did not search for the records of these examinations, especially when they were reposing at times where they should have been, and Mr. Mitchell is made to suffer as a result of this lack of due care in the performance of his duties. It may have been lack of performance of duty or it may have been due to the system. The pay vouchers and some of the records of the members of the Naval Reserve Force have been at the office of the commandant of the district in which they were enrolled or to which they were subsequently transferred at the same place. The department, however, was fully informed as to that at all times.

Mr. KRAUS. Even if the records of the examinations of Mr. Mitchell had been forwarded to the retiring board, the only effect that could have been that it might have changed the report of the retiring board, but under the present policy of the department Mr. Mitchell would have been retired?

Mr. McNEMAR. No; we can not tell what the retiring board would have done.

Mr. PETERS. But under the policy of the Secretary, the policy of the Secretary as now existing, he would not have followed the recommendation of the retiring board to retire him?

Mr. McNEMAR. That is the situation.

Mr. PETERS. He may change his mind later on when conditions are cleared up?

Mr. McNEMAR. Yes, sir.

There are two other matters which should be pointed out at this time.

First, as evidence of Mr. Mitchell's complete recovery from his physical disability incurred in November, 1910, there is the fact that he served as an instructor in mathematics at the Naval Academy from September, 1916, to September, 1917, by the side of commissioned officers of the Navy, who had been detailed to the very same place where he contracted his physical disability the first instance in 1910.

Second, referring to the paragraph in the department's letter to the honorable Senator Page, under date of April 5, 1920, and to the meaning of the words in the department's letter to the honorable Senator Swanson under date of January 7, 1919, in which it was stated that the proposed legislation for relief of Mr. Mitchell was "not without considerable color of right" and then to the paragraph in the letter which I read to you yesterday that these words did not refer to any circumstance which may have arisen since the date of his resignation as a midshipman, May 20, 1912, but to the fact that his tuberculosis was incurred while a midshipman and was to that extent in line of duty; and further that, as midshipmen are not entitled to retirement for injury or for disability incurred while midshipman at the Naval Academy. Over and over again, that the fact remains that in this same letter to the honorable Senator Swanson the department advised withholding action on the bill, S. 5260, last session of the Sixty-fifth Congress, until this

all) had been ordered before a naval retiring board for the purpose of determining his right to retirement. I just want to set in the record as against the fact that appears in the bill which I called to your attention which is in the record and will

one further fact that should be noted. Mr. Mitchell has a diploma which he received from the Naval Academy. His semifinal and final examinations with a creditable record can be discovered in the files of the Naval Academy in the War Department. This fact is not only established by the fact that he was subsequently appointed an instructor in the department of mathematics at the academy. Of course, they would not have appointed him if he had not sufficiently qualified in his examinations.

One other matter which I want to present:

A letter from the honorable Senator Page, addressed to me concerning Mr. Mitchell came to me. I became aware of the facts in this case which had not been brought to the attention of the proper authorities and that the Senator was in possession of these facts. As a result of this I made a thorough investigation and found the facts as I have attempted to state them. Of that investigation I prepared a letter for the Secretary's office which went to the Secretary's office for signature. That letter was not prepared on the bill which you are now considering, S. 3665, introduced in the Senate by Mr. Overman. Another bill, H. R. 11800, had been introduced in the House by Mr. [Name], at that letter, however, although based upon these facts, was not prepared by the Secretary for reasons no doubt which are known to the committee.

MR. [Name]. Do you think that the case of Blankenship and [Name] were retired on account of disabilities received as midshipmen would be properly regarded as a precedent for favorable consideration of this bill?

EMAR. On the last bill?

MR. [Name]. Yes, sir.

Mr. PETERS. Even if the Secretary changed his attitude to the retirement of Naval Reserve officers, it is not likely could retire Lieut. Mitchell under the law?

Mr. McNEMAR. No; for the simple reason that two retired have found that his physical disability did not arise after the Naval Reserve Force.

Mr. PETERS. And referred to a prior date?

Mr. McNEMAR. Yes, sir.

Mr. PETERS. And we might be justified in taking favorable on this bill in view of the precedents which have been cited?

Mr. McNEMAR. Yes, sir.

Mr. KRAUS. In view of the fact that this very important as to the character of the examination that Mr. Mitchell submit to when he entered the service the last time was not to the retiring board it would seem to me that there is a opportunity to convene another board, if the policy of the department was changed?

Mr. McNEMAR. Yes, sir; I get your point. If the department should make up its mind subsequently that the act of July permits the retirement of Naval Reserve officers for disability in the line of duty, they might be persuaded to call another board. There is no reason why they can not. They can call as they wish. This is a matter in the discretion of the Secretary.

Mr. VENABLE. The trouble is that the two retiring boards reported that his disability occurred prior to his entrance into service.

Mr. McNEMAR. Yes, sir. I can not suggest what the department would do in a case like that, but I can not see why the department could not do that if they wished to. So far as the record in this case is concerned, it shows that these two matters have not been placed on either of the retiring boards. They are attached to the record but when I investigated this case, after the receipt of the letter from Senator Page, the records of those two examinations were placed on his record. They have been attached thereto since that date. This means, I presume, within the last ten days or two weeks.

Mr. PETERS. It seems to me that the present situation with respect to the retirement of Naval Reserve officers creates a rather embarrassing position?

Mr. McNEMAR. Yes, sir.

Mr. PETERS. Is it true that it has created some dissatisfaction that it interferes with the recruiting?

Mr. McNEMAR. There is not any doubt in my mind, from which I have first hand from members of the Naval Reserve, that they are greatly dissatisfied with the fact that men who become physically disabled in line of duty are not being retired. This particular situation has caused, I think, all the more anxiety on the fact that a number of Naval Reserve officers were retired by the act of July 1, 1918, and then the department suddenly changed its view on the subject and said that they would not retire them. All matters of this nature interfere with recruiting. Of course the Secretary at the present time has made a statement, which is included in my letter, to the effect that he could not very well recommend the retirement of these men at this time because of the fact that is pending in one of the district courts by certain members of the Naval Reserve attempting to mandamus the Secretary to retire them.

ERS. When will that case be heard?

NEMAR. Arguments on certain questions have been made but has the case before it for consideration.

ERS. Your office was of the opinion that the law of July 1, authorized this retirement?

NEMAR. The Office of the Judge Advocate General has been of opinion that the act of July 1, 1918, authorized the retirement of Reserve officers for physical disability incurred in line of duty. It has gone on record to that effect.

of HON. ZEBULON WEAVER, a Representative in Congress from the State of North Carolina.

ERS. We will be glad to hear you, Mr. Weaver.

WEAVER. When Mr. Mitchell was selected to go to the Naval Academy he was a resident of my district. Mr. Vaile introduced a bill (H. R. 11949) for the relief of Lieut. Mitchell. I would not attempt to add anything to the facts set out.

I felt, in view of the fact that Lieut. Mitchell after these operations, which have been so clearly outlined to the committee, had been accepted into the service, that they showed that he had not recovered from the former condition and that we were dealing with a meritorious case, and I still believe that to be the fact. The changed conditions under which we worked brought this work on him, but, as I say, I would not undertake to go into details except to say this, that after this letter which was written from the Judge Advocate General's office and which was favorable to him, I did talk to the Secretary of the Navy about it, with the idea of getting him, if possible, to sign that letter for presentation to the committee, but he told me he felt that he could not do it at that time. That was the reason he gave me for not signing it at that time. Whether he had any other reasons I do not know. He said he felt that he could not, as he had declined to refer names to the retiring board, take action until the litigation was decided. I just wanted to state that fact to the committee. Thank you very much.

Mr. KRAUS. Did you file a claim?

Lieut. MITCHELL. No, sir; I did not want to complicate it. Let us assume that I were able to obtain compensation. The minimum in my case would be \$80 for a total temporary disability. I have already performed the necessary service and received necessary professional marks for confirmation in my grade, able to pass the physical examination. So that, if I were disabled, I would be paid from \$2,500 to \$3,000 in the next five years without the necessity for performing one hour's active duty. It would be an average of five or six hundred dollars for the next five years, dependent on my rank at confirmation, which might be a question. The minimum would be \$2,500. So the difference between what I receive for being disabled and what I would receive if well for doing no service at all is \$30, approximately. That does not scarcely compensate for the difference in the kind of life that I lead because of my disease. The luxuries in the case of a war become necessities in my case. Further, although the war provides for treatment, I think in Colorado, for instance, there is only one place where it can be obtained. That is a very large consideration in my case that really would provide no redress whatever. I actually would receive no compensation at all for my lost capacity in civil life.

The point was made that the Secretary is not retiring anyone under the naval reserve retirement act. They were retiring men at the time that I went before the first retiring board. Assuming the board's recommendation was influenced by incorrect statements, I should have been retired at that time, because there were no other boards later than I did who were retired.

In Senator Page's letter, which I should like to have put in the record, there are but five questions that he asked the Secretary. Three could not have been answered adversely to me. They were answered at all. One of those questions was as to whether my case had been referred to the Attorney General or not. At the time the question of my retirement was pending I asked specifically that the question of line of duty in my case be referred to the Attorney General, and it was denied. I am informed now that it is a question after the disposal of this case before the court to refer the matter to the Attorney General, but that will not affect my status. The point is decided in my favor. My case is approved by the department and I have no redress except through Congress.

Then, I have a letter from Attorney George A. King, asking me to look up my case, to the effect that even with the disability prior to the time that I entered the service, it was within the line of duty, within the meaning of the act, and that I should have been retired, but that there is no court with jurisdiction to review the case and correct the wrong done. I should like to have that letter incorporated in the record also.

Mr. PETERS. Very well. Is that all that you want to put before the committee?

Lieut. MITCHELL. Yes, sir. I thank you.

(The letters referred to by Lieut. Mitchell follow:)

MARCH 17, 1920.

HUS DANIELS,  
*Secretary of the Navy, Washington, D. C.*

SECRETARY: In further connection with Senate bill 3665, for the relief of Mitchell, and in view of the adverse report thereon as contained in your letter of February 7, I would appreciate it if you would cause to have made and for the use of the Senate Committee on Naval Affairs a further statement having particular reference to the justice and merits of the legislation in this instance rather than with reference to law and regulations, as already stated by you, and the matter of precedent it might create.

In your letter of March 12, 1920, File 26256-194:8, which apparently contains the objections contained with regard to the retirement of Mr. Mitchell, the department feels constrained to withhold its approval of special character, attention is invited to certain congressional precedents, pages 1 and 2 of the enclosed statement, and I would like to have your opinion as to whether Mr. Mitchell's case is not as meritorious and would not warrant the same favorable action as in previous instances.

The report of the department in the matter would seem to be based upon the fact that the action sought is to place on the retired list of the Navy a man who was connected with the service, while your letter of March 12 would indicate that Mitchell performed nearly 24 years service in an active capacity at a time when his services were essential to the welfare of the country. Moreover, the proposed action would place him on the retired list of the Naval Reserve Force, and not upon the retired list of the regular Navy as stated in your first letter.

In your letter dated January 7, 1919, to Senator Swanson, you state that Lieut. Mitchell's case is "not without considerable color of right." Is it not still your opinion that Mr. Mitchell is deserving of recompense for the service he has rendered and the injury he has suffered therein? Mr. Mitchell states that the only pay he is receiving from the Navy is a retainer of \$1 per month, and that this ceases when he is discharged, and will not be renewed. He further makes the statement that if he is physically fit when relieved from active duty he would be eligible as a regular war record, for confirmation in the Naval Reserve Force with an annual pension where between \$400 and \$600.

He was examined by numerous medical officers, examining boards, pension boards and the Navy were "line of duty incident to the service," and there was but one opinion contrary which was taken as final and correct.

Mr. Mitchell states that he was examined April 5, 1917, at Annapolis, and that he was then promoted to lieutenant (junior grade), United States Naval Reserve Force, having been recommended by Asst. Surg. Daniel Trigg, United States Naval Reserve Force, in which it would seem that there should be a record of such examination covering his entry into the Reserve. Mr. Mitchell states further that Dr. Trigg entered upon the record the fact that he had had pulmonary tuberculosis as a midshipman. At that time, because of this entry, he was subsequently ordered to the United States Naval Hospital, Annapolis, Md., for an especial physical examination to determine his fitness for active duty. This second favorable examination was made July 21, 1917, and the examination forwarded to the commandant of the 6th Naval District.

owners—where such former owners are willing to accept the land and been compensated therefor—or by sale where such former owners desire the return of the property. This is particularly true in the case of the comparatively large tract of land taken over as an addition to the naval station, Great Lakes, Ill., and to the comparatively large tract of land near Yorktown, Va., as the site for the navy mine depot.

The original area taken over at the Great Lakes training station is approximately 909 acres; of this area it is believed that only approximately 377 acres will continue to be needed for naval purposes. The area needed for naval purposes comprises 22 large parcels, and in addition 13 small parcels within a subdivision of North Chicago, locally known as the North Chicago industrial subdivision. Of these 13 small parcels, 4 have been returned to their former owners, these 4 being occupied by small homes, and the owners were willing and anxious to have their property excluded from the area described in the proclamation.

The area taken over for the Navy mine depot site near Yorktown, Va., comprised approximately 11,423 acres, of which approximately 11,255 acres are in private ownership. This property was made up of over 300 parcels. The total area embraced in private ownership; it is believed that approximately 4,080 acres may be disposed of without detriment to the naval service. The area that may be so disposed of comprises approximately 134 parcels, a greater number of which were occupied by the owners as homes.

It will also undoubtedly develop that there are at other places tracts that may be disposed of without detriment to the naval service.

As under the provisions of the several acts authorizing the taking of property during the war, title to all such property became vested in the United States immediately upon the taking possession thereof for naval purposes, there is believed to be no question but that the former owners of such properties are entitled to receive from the United States compensation therefor. If such compensation is not paid these former owners will undoubtedly be in a position to bring suit against the United States in the Court of Claims to recover such compensation. It is also believed that the only way in which the United States may become divested of its title to these properties is by the authority of the Congress.

I believe that in fairness to all parties concerned that even when the former owners are willing to take back their property under proper authority, they should receive reasonable compensation for the use and occupation of the property by the United States, such compensation to take into consideration the character of the use actually made of the property by the United States. In a number of instances former owners have been allowed to reside on their properties until compensation has actually been made. This is particularly true at the Navy mine depot site near Yorktown, where the department has interfered as little as was consistent with the public interests with the continued occupation by former owners of their property. In cases of this kind, after the compensation that the former owner is entitled to receive has been paid, he is believed, be fixed at a comparatively nominal sum. There are, however, a number of instances where properties are not now needed for naval purposes where the former owners have been deprived of the use of the property. In these cases compensation that the former owner will be entitled to receive, if the property is returned to him, will, it is believed, be based on the approximate rental value of the property during such time as the former owner was deprived of the use thereof.

The proposed bill further provides that the Secretary may convey to the former owners the property that have been placed on the land no longer needed for naval purposes. This provision was inserted with particular respect to the situation at the naval training station, Great Lakes, where a portion of the property taken over was improved with a sewer and water system, concrete roads and buildings, the salvage value of which improvements, it is believed, will represent a considerable amount of money, while it is possible that these improvements are of such character as to benefit the former owner of the property as they could be put to advantage in the development of the tract. If the provision in the bill meets with the approval of the Congress, the department will be in a position, in negotiating for the return of the property to the former owner, to take into consideration in the nature of an offset for the increased value of the property due to the improvements placed thereon by the United States.

[No. 183.]

**FROM THE NAVY DEPARTMENT TO RECONVEY TO ORIGINAL OWNERS CERTAIN LANDS.**

**NAVY DEPARTMENT,**

Washington, May 22, 1920.

Referring to your letter of the 17th instant transmitting a bill (H. R. 12314) authorizing the department to reconvey to owners certain lands taken over under authority of law for purposes needed for naval purposes, and a letter from Hon. S. C. Parker requesting action on the bill, I have the honor to invite you to the department's letter to you of the 22d of March last enclosing a draft of a proposed measure covering the same ground as H. R. 12314 and in addition thereto containing provision for the proceeds from sales made of such lands and proposing appropriation of \$473,475 to compensate the persons from whom certain lands were taken for an addition to the Great Lakes training station, the land originally appropriated for that station having been subsequently reduced by \$400,000 by the deficiency act of February 25, 1920, explained in the letter of transmittal.

It is the department's desire that the draft submitted with said letter of March 22 be substituted for H. R. 12314 which was sent to the floor of the House with the department's letter of the 22d of March last, and favorable action accordingly is earnestly requested. For your convenience I inclose herewith copies of the letter of transmittal and its inclosure.

Very respectfully,

FRANKLIN D. ROOSEVELT,  
*Acting Secretary of the Navy.*

THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,*  
*House of Representatives.*



owners—where such former owners are willing to accept the land and been compensated therefor—or by sale where such former owners desire the return of the property. This is particularly true in the case of comparatively large tract of land taken over as an addition to the naval station, Great Lakes, Ill., and to the comparatively large tract of land near Yorktown, Va., as the site for the navy mine depot.

The original area taken over at the Great Lakes training station, approximately 900 acres; of this area it is believed that only approximately 377 acres will continue to be needed for naval purposes. The area needed for naval purposes comprises 22 large parcels, and in addition 13 small parcels within a subdivision of North Chicago, locally known as North Chicago industrial subdivision. Of these 13 small parcels, 4 have been returned to their former owners, these 4 being occupied by small farms, and the owners were willing and anxious to have their property excluded from the area described in the proclamation.

The area taken over for the Navy mine depot site near Yorktown, Va., comprised approximately 11,423 acres, of which approximately 11,255 acres were in private ownership. This property was made up of over 360 parcels of land embraced in private ownership; it is believed that approximately 4,080 acres may be disposed of without detriment to the naval service. The area that may be so disposed of comprises approximately 134 parcels, a greater number of which were occupied by the owners as homes.

It will also undoubtedly develop that there are at other places tracts of land that may be disposed of without detriment to the naval service.

As under the provisions of the several acts authorizing the taking of property during the war, title to all such property became vested in the United States immediately upon the taking possession thereof for naval purposes, there is believed to be no question but that the former owners of such properties are entitled to receive from the United States compensation therefor. If such compensation is not paid these former owners will undoubtedly be in a position to bring suit against the United States in the Court of Claims to recover such compensation. It is also believed that the only way in which the United States may become divested of its title to these properties is by the action of the Congress.

I believe that in fairness to all parties concerned that even where the former owners are willing to take back their property under private sale, they should receive reasonable compensation for the use and occupation of their property by the United States. Such compensation to take into account the character of the use actually made of the property by the United States. A number of instances former owners have been allowed to receive compensation until compensation has actually been made. This is true in the case of the Navy mine depot site near Yorktown, where the department interfered as little as was consistent with the public interests with the actual occupation by former owners of their property. In cases such as these, after the compensation that the former owner is entitled to receive is believed, be fixed at a comparatively nominal sum. There are a number of instances where properties are not now needed for naval purposes where the former owners have been deprived of the use of the property. In these cases compensation that the former owner will not receive, if the property is returned to him, will, it is believed, be based on the approximate rental value of the property during such time as the former owner was deprived of the use thereof.

The proposed bill further provides that the Secretary may order improvements that have been placed on the land no longer needed for naval purposes. This provision was inserted with particular respect to the former naval training station, Great Lakes, where a portion of the property has been improved with a sewer and water system, concrete roads and other improvements of salvage value of which improvements, it is believed, will represent a considerable amount of money, while it is possible that these improvements are of such character as to benefit the former owner of the property as they enable him to advance in the development of the tract. If the provision in the bill meets with the approval of the Congress, the department will be in a position, in negotiating for the return of the property to the former owner, to take into consideration in the nature of an offset or credit the increased value of the property due to the improvements placed thereon by the United States.

**JOSEPHUS DANIELS, Secretary.**

*House of Representatives, Washington, D. C.*

ed by the Senate and House of Representatives of the United States in Congress assembled, That the Secretary of the Navy be, and he is authorized, in his discretion, to dispose of, at public or private sale, any lands title to which has been acquired by the United States subsequent to April 6, 1917, together with improvements thereon, in any of the United States that are deemed by him to be no longer of any special value for naval purposes: *Provided*, That in cases where compensation has not been made by the United States in accordance with the provisions of the Act of March 3, 1899, in that event, the Secretary of the Navy is hereby authorized to ascertain the value of such lands to former owners, and is further authorized to ascertain, and pay the just compensation that such former owners are entitled to for the use and occupancy of such lands by the United States, and the amount so determined shall be paid from the appropriation authorizing the acquisition of such lands: *Provided further*, That the Secretary of the Navy, in determining the value of such lands for the use and occupancy of such lands, is authorized, in



[No. 184.]

**EQUAL RANK OF BRIGADIER GENERALS OF THE  
ARMY WITH REAR ADMIRALS OF THE NAVY.**

**NAVY DEPARTMENT,**

**May 22, 1920.**

DEAR MR. BUTLER: There is inclosed herewith a draft of bill  
and letter this day sent to the Speaker of the House of  
Representatives.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

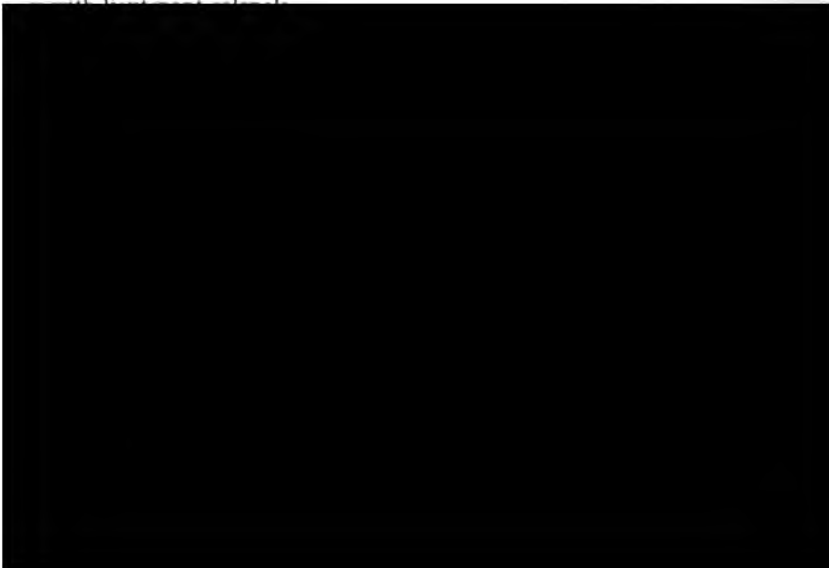
THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

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**MAY 22, 1920.**

DEAR MR. SPEAKER: There is inclosed herewith a proposed  
bill to repeal the following provision of the act approved  
March 3, 1917 (40 Stat., 411), "That brigadier generals of the Army  
shall rank relatively with rear admirals of the lower half  
grade" which is respectfully submitted for your consideration.  
Section 1466, Revised Statutes, provides as follows:

The rank between officers of the Navy, whether on the active or retired  
list of the Army, shall be as follows, lineal rank only being considered:  
Rear admiral shall rank with the lieutenant general.  
Commodore shall rank with major generals.  
Captain shall rank with brigadier generals.  
Lieutenant captain shall rank with colonels.



provision upon the status of commodores of the Navy who, by section 1466, Revised Statutes, rank with brigadier generals, constitutes this undesirable situation still further.

Other resulting inconsistencies might be cited, some of which would affect either of the two services without regard to the others as to questions of rank between certain officers in one or the other of said services.

The serious effect of these possibilities in cases of officers who be serving together for special purposes in time of war when the importance of harmonious functioning in joint operations is so obvious. Furthermore, the effect of a situation of this nature upon the relationship of our officers with those of foreign nations is not to be overlooked.

This department has given serious consideration to the subject and has reached the conclusion that the situation can only be corrected by legislation repealing said provision, which was enacted without the knowledge of this department. This matter has been taken up with the War Department which is in entire accord with this department in its desires to have the provision of said act repealed.

Under date of April 28, 1920, the War Department set forth its views on this subject as follows:

Replying to your letter of April 2, 1920 (3980-1402:7), with reference to the repeal of the provision of section 3 of the act of October 6, 1917, giving brigadier generals of the Army equal rank with certain rear admirals of the Navy, I would inform you that under date of April 10, 1918, the War Department in letters to the chairmen of the Military Committees of the Senate and House of Representatives requested the repeal of this law.

The War Department is still of the opinion that this legislation should be repealed and has initiated further action to that end.

Additional letters will be prepared and forwarded to the chairmen of the Military Committees, reiterating the recommendations for the repeal of said legislation.

The War Department will be glad to take advantage of the offer of the Navy Department to cooperate in the effort to correct the unfortunate conditions that have resulted from the enactment of the defective legislation referred to above.

In view of the foregoing, it is most earnestly recommended that the proposed bill inclosed herewith be enacted at an early date.

Sincerely yours,

JOSEPHUS DANIELS,  
*Secretary of the War*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To repeal so much of section 3 of the act approved October 6, 1917, as establishes the rank of brigadier generals of the Army with rear admirals of the Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the following proviso of section 3 of the act approved October 6, 1917, volume 40, Statutes at Large, page 411, "That brigadier generals of the Army shall hereafter rank relatively with rear admirals of the lower half of the fleet" is hereby repealed.

[No. 185.]

**PURCHASE OF LANDS FOR AVIATION.**

**NAVY DEPARTMENT,  
Washington, January 22, 1920.**

Enclosed herewith I have the honor to transmit a proposed bill making available certain appropriations made in the act of July 1, 1918, for the purchase of lands for aviation pur-

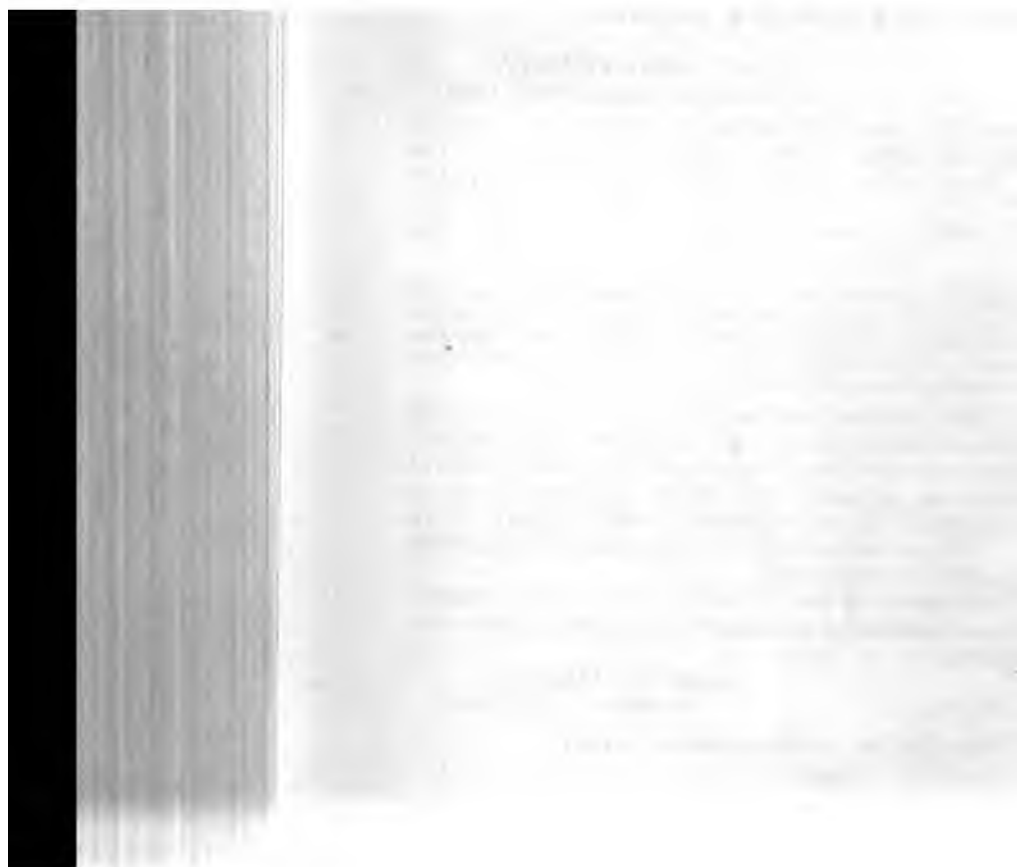
act of July 1, 1918, provision is made under "Aviation" as

on, to be expended under the direction of the Secretary of the Navy for purchasing, constructing, operating, preserving, storing, and handling aircraft, and maintenance of aircraft stations, including the acquisition purchase, donation, or condemnation; and for experimental work in defense of aviation for naval purposes, \$220,383,119.

tions have been entered into for the acquisition of certain for aviation as authorized in the provision quoted above, purchase has not yet been consummated. The draft of hereto attached continues and makes available so much expended balance of the appropriation made as above shown of July 1, 1918, as will enable the department to conclude use of the lands contemplated.

Interest of efficiency of the Naval Air Service it is recommended that the above requested extension of appropriation be made. Very respectfully,

Very respectfully,  
J. D. D. D.



[No. 186.]

**RELIEF OF CERTAIN DISBURSING OFFICERS.**

**DEPARTMENT OF THE NAVY,**  
Washington, January 29, 1920.

MR. BUTLER: There is inclosed herewith a copy of a letter of bill, this day sent to the Speaker of the House of Repre-

erely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*


OMAS S. BUTLER,  
*Member of Representatives.*

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JANUARY 29, 1920.

MR. SPEAKER: There is inclosed herewith a proposed bill authorizing the relief of certain disbursing officers who had civilian clothes, under the authority of Bureau of Circular Letter No. 34-17 of November 13, 1917, to enable of the naval service who have been discharged as undischarged is submitted for your consideration.

provisions of article 3601 (3), United States Navy Regulations, men discharged during the first six months of their enlistment for any cause other than disability incurred in the line of duty at the cost of uniform outfits allowed them on enlistment to settle their accounts. This very frequently resulted in the discharged, penniless and away from home, becoming a burden to the community, thereby reflecting on the credit of the Navy. Pursuant to General Order No. 110 it was required that men discharged shall have all distinctive marks removed from their



As these payments were all made in good faith to comply with the instructions contained in circular letter No. 34-17 of the Department of Navigation approved by the Acting Secretary of the Navy, the department is of the opinion that these payments should be permitted to stand as a charge against the accounts of said disbursing officers and, therefore, recommends that the proposed draft bill attached hereto be enacted by this Congress.

Sincerely, yours,

JOSEPHUS DANIELS  
*Secretary of the Navy*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL Authorizing the relief of certain disbursing officers.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the accounting officers of the Treasury are authorized and directed to allow in the settlement of the accounts of disbursing officers of the Navy payments made by them for civilian outfits furnished enlisted men of the Navy upon discharge as undesirable since November 13, 1917.

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[No. 187.]

**NAVAL RESERVE FORCE.**

**DEPARTMENT OF THE NAVY,**

Washington, January 29, 1920.

**MR. BUTLER:** Replying further to the committee's proposed bill (H. R. 10212) to credit officers of the Naval Reserve for time served in the Naval Auxiliary Service, and requesting and recommendations of the department thereon, I have the honor to inform you that, in commenting upon bill (S. 2960) which has been duly referred, and is identical in purpose and language as above, the department set forth its views as follows:

For years previous to the creation of the Naval Reserve Force the Naval Service was operated by civilian officers and men as crews of naval auxiliary vessels. They were not subject to military control as they held no commissioned or warrant commissions. The duties performed were always held to be of the nature of civilian service under the Navy Department. In principle the department is opposed to the granting of longevity pay or retirement privileges for length of service based upon service strictly within the naval or military service in the sense of being a part of the commissioned personnel. If the provisions of this bill be enacted, members of the Naval Reserve Force who performed duties of a civilian nature on shore under the Navy Department previous to being enrolled in the Naval Reserve Force might claim with equal force that credit be given for such civilian

service to the retirement feature of the proposed legislation, the bill does not define the nature of the retirement proposed. The act of August 29, 1916, provides for retirement of enrolled members who shall have completed 20 years' service in the Naval Reserve force upon their own application, with the rank or pay to which they are entitled at the time, and shall receive, in lieu of any pay, a cash gratuity equal amount of their retainer pay during the last term of their enrollment. The act also provides for certain privileges to the men of the fleet Naval Reserve as to length of service. If the proposed legislation refers to retirement of the Naval Reserve Force, legislation is necessary, as it is already existing law, as far as the retirement of the Naval Reserve Force is concerned. If, however, the legislation proposes retirement as is proposed in the bill, it is not necessary that the act of August 29, 1916, be amended.

the benefits of retirement or receiving credit for continuous service while on furlough for the convenience of the Government or from any back pay, as provided for in bills S. 2960 and H. R. 10212.

In view of the foregoing, it is recommended that bills S. 2960 and H. R. 10212 be not enacted, but that the proposed draft of a bill hereto attached, which is submitted in lieu thereof be enacted by this Congress.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

HON. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., January 21, 1930.

From: Chief of the Bureau of Navigation.

To: Judge Advocate General.

Subject: Proposed legislation.

1. Referring to bill H. R. 10212 which was referred for comment to the Secretary of the Navy by the Naval Affairs Committee of the House, it is requested that minor changes in the draft of the bill be made which will prevent officers of this service from being entitled to the benefits of retirement, from receiving credit for continuous service while on furlough for the convenience of the Government and from receiving any back pay.

2. In lieu of H. R. 10212, it is therefore requested that the intent of the following be substituted:

That any officer or man enrolled in the United States Naval Reserve force and served in the naval auxiliary service prior to April 6, 1917, shall, in the computation of longevity pay (for pay while on active duty and for retainer pay) be credited for the time so served in the naval auxiliary service in the same manner and with the same effect as though said service had been continuous service in the United States Navy: *Provided*, That said service must have been continuous active service in the naval auxiliary service, in the national naval volunteers, in the National Militia, or in the Naval Reserve force, except that service in the naval auxiliary service on furlough without pay for the convenience of the Government shall not count for continuous service nor shall it serve to break continuous service: *Provided further*, That the annual pay of an officer of the Naval Reserve force shall not exceed any circumstances exceed the annual pay of an officer of corresponding rank and length of service in the United States Navy: *And provided further*, That the officers and men of the naval auxiliary service benefited by this provision shall not for any reason thereof be entitled to any back pay or emolument.

3. It is requested that letters be prepared from the Secretary of the Navy to the Speaker of the House of Representatives, with a copy to the chairman of the Naval Affairs Committee of the Senate, incorporating the above recommendations and that after preparation the letters for the Secretary's signature be delivered to the Chief of the Bureau of Navigation in order that he may present the matter to the Secretary. Upon signature by the Secretary, the letters will be returned to the Judge Advocate General for mailing.

THOS. WASHINGTON.  
Rear Admiral, United States Navy, *Chief of Bureau.*

[No. 188.]

A Hearing on the Bill, S. 1661

(Also H. R. 5597),

"For the Relief of Maj. Ellis B. Miller."

Before the—

**SUBCOMMITTEE ON PRIVATE BILLS  
OF THE COMMITTEE ON NAVAL AFFAIRS,  
HOUSE OF REPRESENTATIVES,**

Friday, May 14, 1920.

Subcommittee on private bills met at 11 o'clock a. m., Hon. Charles D. Peters, chairman of the subcommittee, presiding.

PETERS. The committee will come to order. Representative Miller make a statement in regard to the matter that is now under consideration; that is, Senate bill 1661.

of HON. BURTON E. SWEET, a Representative in Congress from the State of Iowa.

MR. SWEET. The matter under consideration is Senate bill 1661 and the bill for the relief of Maj. Ellis B. Miller. A bill was introduced in the Senate by Senator Kenyon and I introduced a like bill in the House. Maj. Miller is here this morning to make a statement.

PETERS. The bill you introduced in the House was not just the same as the bill in the Senate; is that right? This bill is not exactly the same bill, is it?

MR. SWEET. I think it is identical with the Senate bill and that the



home for reexamination. I went to the brigade commander, who was also president of my examining board, and asked him what about it, and he said that he could not possibly see any reason for it other than that the Navy Department was not satisfied with my physical examination.

I arrived in the United States in March, 1909, and asked headquarters what was the matter, and they directed me to the Judge Advocate General's Office of the Navy Department, and there I was informed that in September, 1908, a new order had been issued by the Navy Department increasing the requirements for examination and promotion and that I had been examined by the order in existence prior to that date; that the examining board in Manila undoubtedly had not received this new order and had examined me in accordance with the prior requirements of the Secretary of the Navy, and, in view of the fact that my examination had not come up to the standard of this new order, I would have to go before the board for a new examination. I went before the board in June and was not qualified for promotion, due to the fact that after my arrival in the United States in March, I had been reported by a military tailor for a debt of \$234.

Mr. PETERS. Outside of that were you qualified in the new examination?

Maj. MILLER. In every particular.

Mr. KRAUS. Under the second examination?

Maj. MILLER. Under the first.

Mr. PETERS. You stated you were examined in June, 1909; had you qualified in everything in that examination?

Maj. MILLER. Our examination is such that you take the military physical examination first and if you fail in that you are out; then the moral examination, and if you fail in that you are out; and then the mental. I had taken the physical examination and they were going over my record and ran across this debt and disqualified me morally.

Mr. PETERS. So that you never took the examination the second time?

Maj. MILLER. No, sir.

Mr. SWEET. I might suggest at this time that you passed the physical examination, however.

Maj. MILLER. Yes, sir. I was suspended for one year and at the end of that year, in 1910, went up again and passed all examination. The first part of the order from the Secretary of the Navy has stated that the proceedings of the board would be conducted in accordance with General Order No. 36, Navy Department, and this order requires that in the mental examination of an officer he shall be required to make 2.5 out of 4 in each examination. I took the examination and made 2.5 in each subject.

Mr. PETERS. You made that in each subject?

Maj. MILLER. I made that and over and was qualified. The new order differs only from the one used in September in that an officer shall make 3 instead of 2.5.

Mr. PETERS. You had made below 3 on some?

Maj. MILLER. Yes, sir. Now, Maj. Gen. John Lejeune, who was president of my board, and Col. Shaw, who was a member of my

we both told me that if they had known 3 was required, I would have gotten 3. I will explain that in this way: This is a report from the major general commandant approving this bill and stating that it be passed. In this report it states that Col. Miller who was president of the examining board which examined me on duty in the Philippines station, that the examination of Miller was held under exactly the same conditions as those of other officers whose boards were approved by the Navy Department.

Q. What do you mean by "whose boards"?

A. Each officer going up for examination has an examining board and that means the boards of those officers whose boards are approved receiving marks of less than 3 in some subject. It also states that General Order No. 76, dated September 28, 1909, raised the minimum passing mark, did not, through some transmission, reach the office of the brigade commander Philippine Islands until February, 1909, and that the board of Lieut. Miller as fully qualified to perform all the duties of a captain and that he as president would have passed Miller as fully qualified and believes that the other two members of the board would have found him to be qualified. That can be explained by: All of our examinations are oral; the Navy Department has a certain standing, say for instance 2.5. I myself have been on examining boards that mark them in this way. The officer asks the questions; I have in my own time marked many of them; if he came below this mark we would give him 2.1, or 2.2, or 2.3, or 2.4, or 2.5, or 2.6, or 2.7 and so on. There is absolutely no difference to him whether it is 2.1 or 2.3, it is a standard and he is marked either above or below 2.5 in accordance with the way he answers the questions and that is why I say that if he had known the standard was 3, where he got an instance 2.8, I would have gotten 3.3.

Q. You passed the subsequent examination?

A. Yes, sir.

Q. The only trouble was that there was a hitch when

had not paid him the bill did not disturb him, and he again came after me to give him another order.

Mr. PETERS. How much was the first bill?

Maj. MILLER. It was, I think, about \$55; but I have forgotten just exactly what it was. However, it was all for uniforms.

Mr. PETERS. The bill ran from one year to another?

Maj. MILLER. From the latter part of 1905 or the early part of 1906. When he wanted another order from me I told him the same thing and he again told me not to worry and to pay it when I got ready. I was detached from my ship in May, 1906, and sent to St. Louis on recruiting duty. Now, recruiting duty is more or less expensive, because while the Government gives you a certain amount for traveling expenses it does not meet your expenses when you travel. In the fall of 1906 I was married and was transferred to the Philippine Islands, getting \$125 per month, and that was an expensive trip as I took my wife with me. However, to make a long story short, all during this time I was sending money to my father to help him along as high as \$50 each month out of my \$125 and, at that time, as I stated before, I was married. I wrote Mr. Smith this tailor, in May, in fact when I knew that the bill was coming up in Congress, that I would settle his bill as soon as I was promoted and got my back pay.

I heard nothing from Mr. Smith and knew nothing of it until it was reported; he did not write me and never intimated that he would report me, and it is reasonable to suppose that if I knew he was going to be reported, or that he was going to do it, in order to keep it off my record I would have borrowed money to pay him, but it came at me like a bombshell when I came back for examination. I had not paid this bill because I did not have the money.

Mr. PETERS. Did you pay it finally?

Maj. MILLER. Yes, sir.

Mr. PETERS. When?

Maj. MILLER. I was reported in March, 1909, and came home. I paid that bill in the fall of 1909 sometime; I have forgotten when. I paid it just as quickly as I could out of my salary, but the meantime I was transferred to three or four different places.

Mr. KRAUS. Between the time you contracted the first item of this bill and the time you were reported for nonpayment of it, did the tailor send you any communications on this subject?

Maj. MILLER. I received during that time, not monthly, but occasionally, a bill or statement. On one, or perhaps two, there was written "please remit."

Mr. PETERS. How much was the whole bill?

Maj. MILLER. \$234.75.

Mr. PETERS. Had anything been paid on account at that time?

Maj. MILLER. I do not remember whether or not I paid him some small items first or contracted the bill first.

Mr. PETERS. It was reported in June, 1909?

Maj. MILLER. It was reported first in January, 1909.

Mr. PETERS. It was then \$234.75?

Maj. MILLER. Yes, sir.

Mr. PETERS. And had been running since 1905?

Maj. MILLER. The latter part of 1905 or early part of 1906.

ERS. Do you remember whether you paid anything on account that period?

ELLER. I do not think I did; it was absolutely impossible for it as I was getting only \$125 per month or \$137.50 with 10 clothing allowance. I was married and had traveled to the States and had to keep house during that time and was sending \$50 per month to help my father.

AUS. Between the date you contracted the first item and the time you were reported, did you write to the tailor on the

ELLER. I do not believe I did, because when I started the first and then saw him again in 1906 he knew I had made payment, but he insisted on my still giving him another order, and said, "Never mind about paying for it, pay when ready." I felt that there was no hurry about it and if he was to wait on the money; he knew that I was an officer in the

ERS. Did you receive any letters from him demanding

ELLER. No, sir; none other than the statements I have represented previously.

ERS. Where did this man live?

ELLER. At Annapolis, Md.

AUS. Do you recollect whether, when he took the second order you referred to the subject of your indebtedness with

ELLER. I wrote him in 1908 and told him I would pay it as quickly as possible.

AUS. That is the only letter you wrote him that you

ELLER. I think it was, and my reason for that was that I was getting nothing from him pressing me, and if I had written him it would only have been to let him know that I would pay him as soon as possible, because every cent I had was being used to support my father.

was in Manila with my wife I was informed one day by headquarters that "you will go to the southern Philippines immediately, leave this to-night." My station was 60 miles away and I was to go to the southern Philippines, a distance of 750 miles.

I went up to the club; I had no money with me but I saw the secretary and stated to him that I was going to get out and had no time to settle this bill but said to him "do not post me because I will be 750 miles away and I will send you a check just as soon as I get my pay." At the end of the month he evidently forgot it. An officer of the Marine Corps walked into the club and picked up the list and saw my name posted thereon and reported me to the club commander. That club bill was paid as soon as I got my check. I was for living expenses for myself and wife.

Mr. VENABLE. At the time this examination was held were you questioned about these matters?

Maj. MILLER. Yes, sir.

Mr. VENABLE. And you made the statements you make now?

Maj. MILLER. Yes, sir.

Mr. VENABLE. And they held that the mere fact of debt was sufficient to bar you from promotion?

Maj. MILLER. The officer who reported me for being posted to the club, which by the way was the only time I was ever posted to the club, was also a member of my examining board and I think that was a great deal to do with it.

Mr. VENABLE. He heard your statement as to why it occurred?

Maj. MILLER. Yes, sir.

Mr. VENABLE. What I am trying to get at is the military standard. We had another case where a man had a debt for 30 days, due to the fact that his wife had had to undergo a very serious operation and he was to the debt he was barred from promotion. What I am trying to get at is the military standard; do they not permit an officer to go to the debt at all?

Maj. MILLER. I do not know but at the present time I rather think they do.

Mr. PETERS. During the period in which you were indebted to the tailor, what effort did you make to conserve your resources for the purpose of liquidating that debt?

Maj. MILLER. It took all of my funds to pay the expense of the incident to my position in the service and living expenses. I went so far as to send a cablegram to the United States to get the funds that belonged to my wife in order to meet expenses.

Mr. PETERS. During this period, did you use any part of your salary for any purpose other than necessary living expenses of yourself and wife?

Maj. MILLER. No, sir; other than the money that I sent to my father. There was no opportunity to dissipate one's money. Our living expenses required all of my salary. I was stationed at the Bosque at that time. I was married in November, 1900, and would have postponed my marriage on account of the fact that I was slightly in debt, but my wife had every reason for believing that there would be certain funds at her disposal, which would have been all that would be necessary. These funds did not materialize, however, and when I referred to cabling the United States for

of that money I got. I went to the Philippine Islands in addition to being flat broke—having no money in the world and simply could not pay my debts.

Q. And as far as you know, the tailor was not pressing

A. Quite the contrary; he had on two occasions told me to worry about it and to pay when I got ready.

Q. The commandant of the Marine Corps, knowing that has recommended that this legislation be enacted?

A. Yes, sir. The letter from the commandant of the Marine Corps to the Judge Advocate General of the Navy is in the Official Record of May 3, 1920, when this bill was being considered in the Senate. It passed the Senate on that date. The bill referred to follows:)

JUNE 23, 1919.

Major general commandant,  
Judge Advocate General.

Bill for relief of Maj. Ellis B. Miller, U. S. M. C.

S. 7106) similar to the attached bill was introduced into the United States Senate September 7, 1916, and upon being referred to this department the following indorsement was placed thereon:

By act of Congress approved May 13, 1908, the Marine Corps Act and the promotion of a number of officers was provided for, and First Lieut. Ellis B. Miller."

and November, 1908, the examinations of the officers of the Marine Corps in the Philippine Islands were held, under the provisions of General Order No. 36, dated December 10, 1906, this being in force there, no superseding order having been received. This was the last officer examined in the Philippines, due to the reorganization of the station at Polloc.

On October 28, 1908, Navy Department General Order No. 76 was substituted for the one mentioned above. No copy of this order was received by the Marine examining board until after the completion of the examinations of all the officers in the Philippines due for promotion. The change in the procedure under the new order involved the raising of the minimum score for promotion, so that a candidate was required to attain a minimum of 3.0 in each subject, instead of a minimum of 2.5 under the old order. The examining board consisted of Majs. John A. Treadwell, and Melville J. Shaw. The findings and recommendations of this board in the cases of all candidates that appeared before it, and Maj. Miller, were approved by the department and the candidates

The CHAIRMAN COMMITTEE ON NAVA  
House of

[No. 189.]

**FUEL-OIL INVESTIGATION.**

**NAVY DEPARTMENT,**  
Washington, June 1, 1920.

MR. CHAIRMAN: I am inclosing herewith copy of a letter  
day sent to Chairman Page of the Senate Naval Affairs  
, with reference to oil supply for the Navy.  
sincerely, yours,

JOSEPHUS DANIELS.


THOMAS S. BUTLER,  
*senior Naval Affairs Committee,*  
*House of Representatives.*

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**NAVY DEPARTMENT,**  
Washington, May 29, 1920.

SENATOR: I am in receipt of your letters of the 14th and  
referring to Senate resolution 361 and Senate resolution  
ively. As you may well imagine I have given the ques-  
ture supply of fuel for the ships of the Navy grave and  
nsideration from the day I became Secretary of the Navy  
is hour. In fact nothing, except securing ships material  
el has had so much of my attention.

On July 7, 1913, the Navy Department addressed a letter to the  
the Interior asking whether the Navy Department was  
adopting an oil-burning policy for the Navy. In his re-  
h 31, 1913, the Secretary of the Interior stated that "it



Aside from the technical advantages to be enjoyed from the oil fuel, the military advantages to be gained thereby are in themselves sufficient to preclude the thought of returning to the coal for the combatant units of the fleet.

You are of course cognizant of the reputed shortage of oil at the present time and I assume that you are anxious to lend aid to the problem of providing a future supply of fuel oil for the Navy.

In view of this apparent shortage it was felt that it was incumbent upon the Navy Department to endeavor to furnish at least a partial supply of its own fuel oil. In my letter to you of March 29, 1920, I suggested a method whereby this situation could be partly met by the inclusion of a proviso in the naval appropriation act in re the naval petroleum reserves. This proviso, I understand, has been placed in the appropriation act now under consideration by Congress. In my letter of March 29, 1920, I also recommended that the employment of civilian experts and assistants at Washington, D. C., be authorized for the investigation of the subject of fuel oil, but I am informed that this recommendation was not approved by the conferees on the naval appropriation act.

In my letter to you of April 21, 1920, I suggested that a proviso be placed in the naval appropriation act whereby the Navy Department might avail itself of the offer of the Osage Tribal Council to the Secretary of the Interior to lease certain sections of the Osage Reservation in Oklahoma to the United States Navy. It was my belief that the adoption of this suggestion would relieve to some extent the difficulty of obtaining fuel oil for the Navy at the present time, but I have been informed that this suggestion also failed of approval by the Naval Committee.

Referring specifically to Senate resolution 361, and bearing in mind the fact that the Navy is unreservedly committed to the burning of oil as outlined above, I do not feel that the Navy is directly interested in the question of reverting to coal. While it may become necessary for merchant ships to use coal almost exclusively, it is not anticipated that the Navy will resort to its use. It would be so decided a step backward it ought not to be even considered.

With reference to Senate resolution 354, I feel that every possible effort should be done to secure oil and oil lands.

In lieu of the two resolutions above mentioned I would recommend, therefore, that the Congress appoint a committee of nine, comprising three Senators, three Representatives, and three naval officers consisting of the Secretary of the Navy, the Chief of Naval Operations, and a representative of the fleet, to investigate fully the question of a future oil supply for the Navy, and to make a report thereon at the December session of the Congress. This question is considered of such transitory importance as to warrant as complete and thorough an investigation as possible.

In this connection I wish to invite your attention to an article in the New York Times of May 27, 1920, relative to the activities of the British Government on this question of oil supply. For your information I am inclosing a copy of the article referred to, and

our special attention to the statement attributed to the Hon. Long, first lord of the Admiralty, who holds in the British a position corresponding to our Secretary of the Navy. He is reported as saying: Great Britain would be culpable "at this moment of great national importance" if available oil lands were not secured throughout the world. "We are on the threshold of great opportunities and the Nation must take care to occupy them, or others will take it and with it the key to all future peace. \* \* \* if we secure the supplies of oil now available in the world, we can do what we like."

Sincerely, yours,

JOSEPHUS DANIELS.

WARROLL S. PAGE,  
Chairman Naval Committee, United States Senate.

[Editorial in the New York Times, May 27, 1920.]

#### THE QUEST FOR OIL.

It is to be noted that what Sir Auckland Geddes, the British ambassador, has to say is prompted by the allegation that his Government designed to acquire an oil field in Persia. Mr. Long, first lord of the Admiralty, who holds in the British a position corresponding to our Secretary of the Navy, is reported as saying: Great Britain would be culpable "at this moment of great national importance" if available oil lands were not acquired throughout the world. "We are on the threshold of great opportunities," he declared, "and the nation must take care to occupy them, or others will take it and with it the key to all future peace. \* \* \* If we secure the supplies of oil now available in the world, we can do what we like." Lord Fisher has insisted that "oil is one of the things which have won us the war." It was his opinion that "oil is the very soul of fighting." During the war, in January, 1916, Walter Runciman, then member of the British Board of Trade, proclaimed that the future policy of the Government would be to control oil as well as coal. British pioneers have obtained concessions of oil-bearing lands in various parts of the world, and they have been conspicuously active in South America. For nearly 20 years W. K. D'Arcy, an Australian, has been working in 500,000 square miles of territory in Persia, and to-day the value of the Anglo-Persian Oil Co. is £20,000,000, the British Government holding two-thirds of the voting stock. Palestine and Mesopotamia

rate of consumption may not last more than 20 years. It would be good news to hear that oil lands in new territory, Asiatic or South American, were prolific.

There should be no uneasiness among competitors of the British if wells spouted copiously in Mesopotamia and Palestine under mandatory government, which the covenant of the League of Nations requires to be conducted for the benefit of the native peoples, with regular reports to the council. It is difficult to see how Great Britain could "exploit" the Near East without being found out. At present, Sir Auckland Geddes points out, wells are not being drilled in Palestine and Mesopotamia because the new governments have not been organized.

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[No. 190.]

A Hearing on the Bill H. R. 4737,  
"Authorizing the President to reinstate Milton Marion Fenner as a  
lieutenant in the United States Navy."

Later modified and introduced as—

H. R. 13760,

"A bill for the relief of Milton M. Fenner."

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Before the—


**SUBCOMMITTEE ON PRIVATE BILLS**  
**OF THE COMMITTEE ON NAVAL AFFAIRS,**  
**HOUSE OF REPRESENTATIVES,**  
Monday, February 16, 1920.

Subcommittee on Private Bills being in session, Hon. John A.  
Fairman of the subcommittee, presiding:  
MEMBERS. We will now take up for consideration H. R. 4737,  
authorizing the President to reinstate Milton Marion Fenner  
lieutenant in the United States Navy.

by **HON. DANIEL A. REED, a Representative in Congress**  
from the State of New York.

DR. The purpose of the legislation requested is to reinstate  
Milton Marion Fenner as an officer in the Navy, with his former  
precedence and with such rank as he would have attained  
had he remained in the service.

He was discharged from the service in the summer of 1910, while convalescing from an attack of typhoid  
fever. At a naval hospital, Annapolis, he contracted pneumonia.



April 18, 1912, by the medical officer in command of said hospital to the Chief of the Bureau of Navigation, or by reason of the sequelæ of my physical condition as reported and then existing, I hereby tender my resignation as an officer of the United States Navy.

"The foregoing tender of resignation should be transmitted by Midshipman Fenner with a letter in substantially the following language:

"I transmit herewith for file in the department, a tender of my resignation dated and accepted at any time after I become a commissioned officer of the Navy, if I shall be found incapacitated for service, or for promotion, and such finding shall be approved pursuant to law, by reason of physical conditions which existed at the time of my examination at the United States naval hospital, Washington, D. C., which was reported upon under date of April 18, 1912, by the medical officer in command of said hospital to the Chief of the Bureau of Navigation, by reason of the sequelæ of my physical condition so reported as then existing."

The conditions imposed upon him were such that at any time he could be forced to resign for the same alleged disqualification. This fact was waived upon his receiving his ensign's commission. This fact being like a cloud over Fenner, so impressed itself on him that in 1914 he wrote the department requesting that the conditions upon which his resignation might be used to change to read, \* \* \* "I shall fail to perform any duty assigned me" instead of \* \* \* "I shall be found incapacitated for service or promotion."

The department did not grant this request, and Fenner tendered his resignation, which was accepted in October, 1914.

In 1917 he enrolled in the Fleet Naval Reserve, and now holds his appointment as lieutenant in that force.

Under date of October 3, 1919, Secretary of the Navy Joseph Daniels, in a letter to the chairman of the Committee on Naval Affairs, House of Representatives, with reference to H. R. 4, which opposes legislation of the character "except in specially meritorious cases," and then adds "that this case can not be classed in that category." It is evident that the Secretary of the Navy overlooked the fact that the alleged physical disability of Fenner was acquired while at the naval hospital, Annapolis; that his alleged physical disability was caused by improper care at the hospital, which, although difficult to establish, is nevertheless susceptible of proof to the extent of raising strong presumption in support of such fact.

The alleged physical condition herein referred to does not usually follow the phlebitis, except in cases of neglect. There is no evidence made or even an intimation that Fenner was negligent or contributed in the slightest degree to the alleged physical disability.

The Secretary of the Navy in his letter refers to the fact that Fenner accepted certain conditions in order to be commissioned and afterwards tried to have them changed.

Fenner should be commended and not condemned for making such a request. As an energetic, forward-looking man he realized that the resignation required of him by the Navy Department was to be accepted at any time that he should be found by a board of medical examiners incapacitated for service or promotion by reason of physical conditions then existing or their sequelæ.

The Bureau of Medicine and Surgery was on record to the effect that he was at that very time incapacitated for service, so that instead of having been afforded a chance for promotion he stood before the first time he came up for promotion, if the Bureau of Medicine and Surgery adhered, as they certainly would do, to the previous finding.

## CONCLUSION.

Fenner entered the Naval Academy with the expectation of following the service as a career.

While attending the Naval Academy he was taken ill through no fault of his and pursuant to the rules and regulations taken to the naval hospital for treatment.

The fact that he was left in an unusual physical condition by the phlebitis raises the presumption of improper care.

Notwithstanding this unusual alleged physical condition following the phlebitis, he was permitted to resume his study and graduate with his class.

Again, he was permitted to enter the service with the alleged physical disability, and later commissioned as an ensign on condition that he file an undated resignation embodying conditions absolutely foreclosing all chance of promotion by reason of findings already made.

It is not claimed that Fenner has ever failed to perform any duty assigned to him by reason of the alleged physical disability or for any other reason.

The records show that at every step of the way he has only asked that the door to his chosen professional career be not closed to him except by reason of his failure to perform any duty assigned to him.

The department waived his physical disability when it permitted him to continue his course following his illness. It waived it again when he was promoted to ensign.

Mr. VENABLE. If we say in this particular case that varicose veins shall not be a handicap, we have this man in the Navy under one standard as to physical efficiency and the other men on another standard.

Mr. REED. Do you know that under the policy of the Navy Department they make absolutely no exceptions, and the Secretary of the Navy referred to this as not being an emergency case. I have handled boys all my life and have helped recruiting, and I have trained any number of boys who have entered the Navy. I believe that if you are going to get boys to go into the Navy you can not always split hairs. This is a case which to my mind is especially meritorious.

Mr. VENABLE. I sympathize very greatly with the situation of the individual. But the question presents itself whether after all it would not be the wisest thing for that boy not to go back.

Mr. REED. I am not arguing that with you.

Mr. VENABLE. In addition to that there is the question of policy as regards physical fitness. If the medical men in the Navy who get up these physical standards say that a certain standard is necessary, we may or may not approve them, but after all that is the best technical opinion we can get.

Mr. REED. Here is the point that brings it within the rule in regard to meritorious cases. This boy was in the academy. It strikes me it was the duty of the men at the academy to go to him and say, "You have varicose veins, and the thing for you to do is not to reenter the academy but to go to some other school and prepare for some other career." But they did not do that. They let him in and he has performed every duty that has been assigned to him

April 18, 1912, by the medical officer in command of said hospital to the Chief of the Bureau of Navigation, or by reason of the sequelæ of my physical condition as reported and then existing, I hereby tender my resignation as an officer of the United States Navy.

"The foregoing tender of resignation should be transmitted by Midshipman Fenner with a letter in substantially the following language:

"I transmit herewith for file in the department, a tender of my resignation dated and accepted at any time after I become a commissioned officer of the Navy, if I shall be found incapacitated for service; or for promotion, and such finding shall be approved pursuant to law, by reason of physical conditions which existed at the time of my examination at the United States naval hospital, Washington, D. C., which was reported upon under date of April 18, 1912, by the medical officer in command of said hospital to the Chief of the Bureau of Navigation, by reason of the sequelæ of my physical condition so reported as then existing."

The conditions imposed upon him were such that at any time he could be forced to resign for the same alleged disqualification. This was waived upon his receiving his ensign's commission. This being like a cloud over Fenner, so impressed itself on him that in 1914 he wrote the department requesting that the conditions under which his resignation might be used to change to read, "I shall fail to perform any duty assigned me" instead of "I shall be found incapacitated for service or promotion."

The department did not grant this request, and Fenner tendered his resignation, which was accepted in October, 1914.

In 1917 he enrolled in the Fleet Naval Reserve, and now holds the appointment as lieutenant in that force.

Under date of October 3, 1919, Secretary of the Navy Joseph Daniels, in a letter to the chairman of the Committee on Naval Affairs, House of Representatives, with reference to H. R. 10000, which opposes legislation of the character "except in specially merited cases," and then adds "that this case can not be classed in the 'merited' category." It is evident that the Secretary of the Navy overlooked the fact that the alleged physical disability of Fenner was ascertained while at the naval hospital, Annapolis; that his alleged disability was caused by improper care at the hospital, which, although difficult to establish, is nevertheless susceptible of proof to the extent of raising strong presumption in support of such finding.

The alleged physical condition herein referred to does not follow the phlebitis, except in cases of neglect. There is no record made or even an intimation that Fenner was negligent or contributed in the slightest degree to the alleged physical disability.

The Secretary of the Navy in his letter refers to the fact that Fenner accepted certain conditions in order to be commissioned afterwards tried to have them changed.

Fenner should be commended and not condemned for making the request. As an energetic, forward-looking man he realized that the resignation required of him by the Navy Department was accepted at any time that he should be found by a board of medical examiners incapacitated for service or promotion by reason of physical conditions then existing or their sequelæ.

The Bureau of Medicine and Surgery was on record to the effect that he was at that very time incapacitated for service, and instead of having been afforded a chance for promotion he stood out of the first time he came up for promotion, if the Bureau of Medicine and Surgery adhered, as they certainly would do to the previous finding.

## CONCLUSION.

entered the Naval Academy with the expectation of following service as a career.

Attending the Naval Academy he was taken ill through no fault and pursuant to the rules and regulations taken to the hospital for treatment.

It is that he was left in an unusual physical condition by the illness raises the presumption of improper care.

In standing this unusual alleged physical condition following illness, he was permitted to resume his study and graduate from class.

He was permitted to enter the service with the alleged physical disability, and later commissioned as an ensign on condition of filing an undated resignation embodying conditions absolutely taking away all chance of promotion by reason of findings already made. It is claimed that Fenner has ever failed to perform any duty assigned to him by reason of the alleged physical disability or for any other reason.

Records show that at every step of the way he has only asked for a door to his chosen professional career be not closed to him on account of his "failure to perform any duty assigned to

department waived his physical disability when it permitted him to continue his course following his illness. It waived it again when he was promoted to ensign.

TABLE. If we say in this particular case that varicose veins constitute a handicap, we have this man in the Navy under one disadvantage as to physical efficiency and the other men on another

ground. Do you know that under the policy of the Navy Department they make absolutely no exceptions, and the Secretary of the Navy referred to this as not being an emergency case. I have known boys all my life and have helped recruiting, and I have known a number of boys who have entered the Navy. I believe that if you are going to get boys to go into the Navy you can not

since. If he has gone that far, and especially after he has married and has children and started on his career in that service—if he has been allowed to go ahead and do that I think there is a failure in duty there. They should have said to him, "You are a hopeless case, so far as ever hoping to get promotion in the Navy is concerned." But they let him go ahead and spend the best years of his life, serving for a time, and that at a time when he can not change his course, and yet they say this is not a meritorious case at all.

Mr. VENABLE. I have full sympathy with the situation in which the individual finds himself. Assume that injustice was done and that somebody was very negligent, the question is whether the situation is such that we can remedy it.

Mr. REED. Of course, you can remedy it by legislation; the question is whether you ought to.

Mr. VENABLE. I should have made that qualification and said the question is whether we ought to do it.

Mr. KRAUS. Is he holding a commission now?

Mr. REED. No, he is not right now. He did until a short time ago.

Mr. KRAUS. He served during the World War?

Mr. REED. Yes.

Mr. PETERS. Admiral Braisted says, under date of October 27 1919:

WASHINGTON, D. C., October 27, 1919.

MY DEAR JUDGE: With reference to the copy of a bill authorizing the President to reinstate Milton M. Fenner as a lieutenant in the United States Navy, which you have forwarded to me for comment, I would like to say that Mr. Fenner has very extensive varicose veins. While it appears that Drs. Mayo and Musser expressed an opinion that this condition would not incapacitate Mr. Fenner, I do not believe they considered the factor of future risk in his case. In passing upon all such cases the bureau has to consider whether or not the officer can give an expectation of service for approximately 30 years without becoming liable to retirement for physical disability. I do not feel that any medical board would recommend this officer for a commission in permanent status. I feel that should the bill be considered as having merit, the proviso "without further physical examination" should be stricken out and a proviso inserted requiring Mr. Fenner to meet satisfactorily a physical examination.

Sincerely, yours,

W. C. BRAISTED,

Surgeon General, United States Navy.

HON. THOMAS S. BUTLER,  
House of Representatives.

The letter from the Secretary of the Navy, under date of October 3, 1919, is as follows:

DEPARTMENT OF THE NAVY,  
Washington, October 3, 1919.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter of July 11 1919, inclosing a bill (H. R. 4737) authorizing the President to reinstate Milton Marion Fenner as a lieutenant in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to state as follows:

Milton Marion Fenner was appointed midshipman in the Navy August 19, 1907, promoted to ensign March 7, 1912, and resigned on October 16, 1914, from the naval service. He was enrolled as a lieutenant (junior grade) in the Fleet Naval Reserve December 4, 1917, for a term of four years and was provisionally appointed a lieutenant in the Fleet Naval Reserve on March 6, 1918. He has performed duties ashore as an officer in the Fleet Naval Reserve for a period of about one year and seven months.

The record of Milton Marion Fenner further discloses that the department waived a physical disqualification in his case in May, 1912, with the understanding that he forward an undated resignation to the department to be dated and accepted if he were subsequently found incapacitated for service or for promotion. These conditions were accepted by Mr. Fenner and he was, accordingly, commissioned an ensign in the Navy. Subsequently he requested that the conditions be changed so that

necessary for him to resign if he were found to be incapacitated to perform duties assigned him. This request was disapproved by the department, and on September 21, 1914, he tendered his resignation as an ensign and that it be accepted immediately, inasmuch as he had no assurance that his naval service would be permanent.

The department has been consistently opposed to legislation of the character proposed in the attached bill except in specially meritorious cases and, in view of the fact that this case can not be classed in that category, the department recommends that H. R. 4737 be not enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

PERMANENT COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*

SEN. D. I am familiar with that, and I want to answer that question. I told you why I thought it was meritorious. In the resignation, the only chance he had was to sign a resignation prepared by them in so many words, which left him in a position with a cloud over him every minute. They had a string on him and he did not have a chance, and when he realized that he asked for a change it. I think he would not have shown very good judgment if he had not tried to get that change. He ought not to have signed it in the first place, but they urged it upon him. As a result, he signed it. He had his heart set on going into this service, so did his mother. They have a fine family record back into wars, and the whole family had their heart set on this into the service as a career. He tendered his resignation whether he could not go on. He is satisfied that he can meet the requirements. He is not particularly interested in the 30-year position, but he figures that he can serve for 30 years. So, if his varicose veins are concerned, there has not been a moment when he has not performed every service he was asked to do. He stayed in this war as long as he could.

SEN. D. What do you think of the suggestion of Admiral Daniels that the provision in the bill which says, "Without further examination" should be stricken out?

SEN. D. That leaves him in the same position he was in before the board that wanted to adhere strictly to the rule could

is possibly a detriment to the service, and is not this one of the cases where the individual will have to suffer for the public good?

Mr. REED. I am not going to stress that point; I am not going to argue the policy there. I feel that, so far as possible, where there has been an individual wrong, especially in the light of these circumstances, that the committee ought to go as far as they reasonably can go. I would not stand here and try to get the committee to do something that I felt was going to hurt the service.

Mr. VENABLE. We know that.

Mr. REED. I have great sympathy for this boy, but it is not sympathy alone that has prompted me to come here and appear for him. I believe it is well for the service to have it understood that the Congress will not see an injustice done if there is any possible way to correct it. If you could modify this bill in such a way that it would not work an injustice on the boy or the service, I would appreciate it if I had your cooperation along those lines, because I think it will do a vast amount of good along those lines.

Mr. VENABLE. I subscribe to your view that under the circumstances the Government must do exact justice. How to do it in a particular case is sometimes a very serious problem.

Mr. McPHERSON. What is the claim here?

Mr. REED. That they left him exposed to a draft.

Mr. NICHOLLS. Do the doctors state that in their opinion it was caused by the draft being on him, or what do they state about that?

Mr. REED. The various doctors selected say it was caused by some neglect. The doctors say that this disease does not develop except in case of neglect, following typhoid fever, and that with proper care it will not follow typhoid.

Mr. PETERS. Has the matter been before Congress before?

Mr. REED. No; I will be very glad to leave it entirely in your hands.

Mr. PETERS. We will give it sympathetic consideration.

Mr. REED. I will be glad to submit a brief.

Mr. PETERS. We will be glad to have that.

Mr. McPHERSON. I have tried a good many cases where this disease was involved and I have understood that this condition is easily producible where the temperature became so high that it would break down the current circulation. I think you will find plenty of experts to say that it was easily to be accounted for in the absence of neglect and with even the very best of treatment. If the fever went, say, as high as 103, that the intensive heat would break down the veins. That is a matter which would be disputed, suppose, even if such a high authority as Dr. Mayo would consent that it was caused by neglect.

Mr. REED. I would like to leave this brief with the committee.

Mr. PETERS. We will be very glad to consider it.

H. R. 13760,

"For the relief of Milton M. Fenner."

ence to the above bill, the committee has received the communications:)

DEPARTMENT OF THE NAVY,  
Washington, May 8, 1920.

IN,

on Naval Affairs,

House of Representatives.

Mr. CHAIRMAN: Replying further to the committee's bill (H. R. 13760) "For the relief of Milton M. Fenner," requesting the views and recommendations of the department, I have the honor to state as follows:

Milton Fenner was appointed midshipman in the Navy July 27, 1907, promoted to ensign March 7, 1912, and resigned on March 14, 1914, from the Naval Service. He was enrolled as a junior grade in the Fleet Naval Reserve December 4, 1914, for a term of four years and was provisionally appointed a lieutenant in the Fleet Naval Reserve on March 6, 1918. He has performed shore duty as an officer in the Fleet Naval Reserve for a period of one year and seven months.

Milton Marion Fenner further discloses that the department has determined a physical disqualification in his case in May, 1912, understanding that he forward an undated resignation to the department to be dated and accepted if he were subsequently reinstated for service or for promotion. These conditions were agreed to by Mr. Fenner and he was, accordingly, commissioned in the Navy. Subsequently he requested that the conditions be modified so that it would be necessary for him to resign if he were incapacitated to perform any of the duties of the office.

This request was disapproved by the department and, on September 21, 1914, he tendered his resignation as an ensign, which was accepted immediately, inasmuch as he had no other status in the Naval Service which would be affected by his resignation.

is possibly a detriment to the service cases where the individual will have to

Mr. REED. I am not going to stress or argue the policy there. I feel that, so far as it has been an individual wrong, especially in such instances, that the committee ought to go on. I would not stand here and try to do anything that I felt was going to hurt the service.

Mr. VENABLE. We know that.

Mr. REED. I have great sympathy for the service. The sympathy alone that has prompted me to do this. I believe it is well for the service to have progress. It will not see an injustice done if they correct it. If you could modify this bill in such a way as to work an injustice on the boy or the sergeant, I would not have your cooperation along those lines. I have a vast amount of good along those lines.

Mr. VENABLE. I subscribe to your view. In such instances the Government must do exact justice. A particular case is sometimes a very serious one.

Mr. McPHERSON. What is the claim?

Mr. REED. That they left him exposed.

Mr. NICHOLLS. Do the doctors state that the neglect caused by the draft being on him, or was it

Mr. REED. The various doctors select the case. The doctors say that this disease is a case of neglect, following typhoid fever. It will not follow typhoid.

Mr. PETERS. Has the matter been brought before the committee?

Mr. REED. No; I will be very glad to have it brought before the committee.

Mr. PETERS. We will give it sympathy.

Mr. REED. I will be glad to submit a bill.

Mr. PETERS. We will be glad to have it.

Mr. McPHERSON. I have tried a good deal. A case was involved and I have understood it. It is easily produceable where the temperature would break down the current circulation. There are plenty of experts to say that it was caused by the absence of neglect and with even the vein temperature the fever went, say, as high as 105, then it would break down the veins. That is a matter of fact. I suppose, even if such a high authority says that it was caused by neglect.

Mr. REED. I would like to leave this matter to the committee.

Mr. PETERS. We will be very glad to have it.

passed midshipman until March 7, 1912, when he was  
 in, United States Navy, continuing as such until  
 14, when he resigned.

Records on file indicate in connection with quoted indorse-  
 ment Fenner submitted and signed an undated resignation  
 was assigned to active duty. It appears also that the  
 disabilities devolving upon him caused him to become  
 so impressed with the seriousness of the undated resig-  
 nee's insecurity of his future inherent in that fact. Mr.  
 Fenner wrote Secretary Daniels requesting that the condi-  
 tions of the resignation was to be used be altered to read:  
 "and accepted at any time that I should fail to perform  
 the reply to this request was unfavorable, and in Octo-  
 ber tendered his resignation, which was accepted."

At break of the war Mr. Fenner agreed to accept an ap-  
 pointment to the Fleet Naval Reserve apparently tendered by the  
 legislation under the wording of the Naval Reserve Force  
 naval appropriation bill. He was rejected upon report-  
 ed examination, but subsequently a waiver was approved  
 and he was commissioned in the Fleet Naval Reserve, serving therein  
 placed on inactive duty.

Presence of varicose veins is clearly in the line of duty, but  
 while a midshipman at the Naval Academy he does  
 not seem to be entitled under any law to retirement for this dis-  
 ability proviso affecting a midshipman in connection with  
 his duty being an allowance of \$10 per month pension, which  
 was afterwards increased to \$30.

Mr. Fenner has not as yet had any official request from the de-  
 partment for expression of opinion regarding the physical condi-  
 tion of Fenner, and if the matter has not been referred to the  
 board suggested that this be done in order that the bureau  
 have opportunity to express an opinion if requested to do so  
 by the board.

W. C. BRAISTED.

APRIL 5, 1920.

together with a letter to Senator Page, which was prepared by the Judge Advocate General, both of which I inclose. After these, is it not clear to you that there is a wide difference between the two cases, particularly with reference to the memorandum of May 15, 1920, in which he says, as to Mr. Fenner, that he is not permitted to take the cruise by the President with the understanding "that the Government incurred no obligation whatever in the event of subsequent commissioning, pension, or retirement?" It seems to me that this memorandum and letter deny my making the recommendation which I would love to make in the case of this gentleman.

Sincerely, yours,

JOSEPHUS DA

HON. PATRICK H. KELLEY, M. C.,  
*House of Representatives, Washington, D. C.*

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DEPARTMENT OF THE NAVY,  
BUREAU OF MEDICINE AND SURGERY  
*Washington, D. C., June 1*

Memorandum: For Secretary, relative to the case of Milton Fenner.

Forwarded herewith is a copy of a memorandum prepared by Congressman Kelley and Congressman Peters, a subcommittee of the Naval Committee of the House, which was looking into the case introduced by Mr. Reed.

Inclosed also is a copy of a letter directed to Senator Page in the case of Stanley Mitchell. Since the inclosed memorandum was prepared, the bureau has received a copy of the current health report of Mr. Fenner which does not indicate any disability as to his service during his war service or any increase in the varicose vein from which he suffers.

W. C. BR

MAY 15

Memorandum: In relation to case of Fenner, Milton Marion Fenner, commissioned officer, United States Naval Reserve Force (inactive).

It appears that this officer entered the Naval Academy in 1909. In the winter of 1909-10 he had a severe case of typhoid fever contracted in the line of duty, and as a result of this developed varicose veins on the lower abdomen and thigh, which disqualified him from the service. The records of the bureau indicate under date of January 6, 1912, that the Bureau of Navigation was informed of the condition and indorsement—

by direction of the President, it is recommended that the disability in the case of Midshipman Fenner be waived to the extent of permitting him to take the cruise (past midshipman cruise), it being believed that this may be done without material physical detriment to him with the understanding that the Government incurred no obligation whatever in the matter of subsequent commissioning or retirement and that the findings of a future medical board when properly convened will be final in his case.

The various registers of officers of the United States Navy show that Milton Marion Fenner continued after leaving the

years and four months—a grand total period of under on light duty in the locality of Las Animas of four months. Out of a total period of approximately two months was on active full duty, in view of which, it is most decidedly of the opinion that Mr. Mitchell is entitled to retirement by reason of disability duty performed since the date of his resignation as a May 20, 1912, and it is a fact that he is not legally retirement.

letter to Senator Swanson of January 7, 1919, in which I the proposed legislation for the relief of Mr. Mitchell was "considerable color of right," I had reference not to any which may have arisen since the date of his resignation man May 20, 1912, but rather to the fact that his tuberculosis occurred while a midshipman and was to that extent in

Legally, midshipmen are not entitled to retirement for disability incurred while as midshipmen at the Naval

is, in general, the legal status of a midshipman, still in cases where the disability incurred has been total, the and Congress have considered such particular cases department has recommended and Congress has enacted authorizing the retirement of such midshipmen as ensigns list. That has always been a matter for Congress to

refusal examination of the cases cited by you in your y, John Millington Blankenship, William Hemmings rd F. Breene, and Harold David Childs, together with William Parker Sedgwick and John Tracy Edson, all of ficiently similar to be considered as falling in the same I am of the opinion that the case of Mr. Mitchell, with to the fact that disability occurred while he was a mid- qually meritorious with the foregoing cases, each of proved by the department prior to the time I entered es as the Secretary of the Navy, and I would have no re retirement of Mr. Mitchell as an ensign.



[No. 191.]

**ENLISTED PERSONNEL.**

**ST. JAMES HOTEL,  
Washington, D. C., May 24, 1920.**

G. Drummond, Chief Yeoman, F. N. R. (inactive).  
of the Navy (Bureau of Navigation), Navy Department  
D. C.

adant, first naval district.

hods of improving the morale and increasing the con-  
f the naval personnel, enlisted.

y) Navy Department General Order No. 516.

dance with reference (a), the following suggestions for  
e morale and increasing the efficiency and contentment  
e naval service, with particular reference to the enlisted  
e respectfully submitted. While the above reference  
forwarding of recommendations before April 1, 1920, it  
that the importance of the matters taken up in this  
its belated submission, it having been impossible to  
forward it previously.

apt has been made in the following to present fully all  
subjects considered, the intention being to offer con-  
gestions from which the department may select what  
for more detailed treatment. It is considered that  
in the naval service of those enlisted men who are, in  
the words, "leading men," is one of the major prob-  
Navy Department, and the suggestions contained in  
offered with the sincere purpose of pointing out to  
e heads of the department as faithfully and as fairly  
ne of the true reasons which are mainly accountable  
general exodus from the service of leading enlisted



It is not to be wondered at that most of the enlisted men on unduly strict ships become very much dissatisfied with in general, and despair of even being given a "square" in the Navy. Without being able to give expression to in the matter, they agree most heartily with the jurist according to a recent court-martial order, "of all fallible tribunals, military courts-martial are the most fallible." In order to illustrate the above assertions, some definite instance is sort described, of which the writer was to his great loss during the past winter with the fleet in Cuban waters, described.

Two of the battleships of the United States Atlantic Fleet petty officers were disgraced to first class during the month without even the formality of a trial by court-martial—being seen with a bottle in his hands on board a steamer alleged without the possibility of the charge being proved the bottle contained intoxicating liquor; and the other petty officer failed in the impossible task of preventing the introduction of the alleged intoxicant on board the steamer. According to the official and emphatic statement of one of the latter men, the bottle actually contained bay rum, the taking of which on board a steamer was later forbidden, but which was not considered at the time of the incident.

Great injustice of the punishment awarded to these men is the fact that the bottle was thrown overboard by still without having been seen by the officer who made the charge; at a distance, and there was consequently absolutely nothing to base charges for trial by court-martial. In spite of these disgraces the commanding officer stated that he was able to find the man who had brought the bottle on board and secure his confession he would restore their status if the men have made good that condition—except as to the bottle—but the commanding officer has thus failed to make good his promise, or even to attempt to make it by turning the case to the department. That he is not satisfied that these men have not been unjustly punished is

Secretary of the Navy for his services at the time of the torpedoing of the U. S. S. *Mount Vernon*. Notwithstanding his record and the recommendation of the court, the convening authority approved the sentence of the court, which included a fine of over \$200 and two months' confinement, not even remitting the fine in accordance with Article I-4893, United States Naval Instructions, 1913, which procedure is recommended by the commander in chief of the United States Atlantic Fleet in all cases of minor offenses the approved sentences of which involve fines. The confinement awarded began just prior to the departure of the fleet from Cuban waters on April 26, 1920.

In view of all the circumstances, it is considered that this man was punished very much more harshly than was warranted; and it is a fact that this punishment, together with others of a similar nature, has reacted very strongly against the naval service in the minds of all the men cognizant of it, and it will undoubtedly have a very strong influence upon them when the time comes for their decision whether or not to reenlist.

12. On the same vessel, on the other hand, another chief petty officer—an acting master at arms—struck a boy of about 20 years, with absolutely no justification, so forcibly as to break the lad's nose in two places. This very serious offense—which according to naval regulations demands punishment by court-martial—was officially reported by the division officer of the victim, and has been put on official record in the summary court-martial of Michael J. Foley, C. W. T., United States Navy, tried on board the U. S. S. *Utah* on April 17, 1920, in which case the offender was the principal witness for the prosecution; but over two months have passed without any action whatever, other than the protection of the offender, having been taken by the commanding officer of the vessel referred to. This failure of justice is common knowledge on board the ship concerned, and is responsible for no little feeling of discontent with the naval service among the enlisted men of all ratings attached to that ship.

13. The above instances could be multiplied indefinitely by promiscuous interviews with present or former enlisted men in the Navy, but enough has been said to illustrate that side of the question. It remains to be said that on the sister ship of the one above referred to intoxicating liquor was served openly, according to the statements made to the writer by men who attended at the time of a smoker held on board that vessel; scores of men were obviously under the influence of liquor, but no action whatever, so far as the writer has been able to learn by diligent inquiry, was taken either against the men who supplied the liquor or those who drank it. This "unevenness of justice," not to apply a stronger term, is the sole cause of very much discontent and hard feeling on board the more strict of the two vessels with regard to the naval service—and not less by reason of the unfairness and lack of uniformity of discipline than by reason of the questionable privilege granted on one ship and denied on the other. At this point the writer wishes to state that he is not and never has been addicted to the use of alcoholic drink, and that he therefore does not speak as he has in the above with a personal bias.

14. That the conditions which make possible the truthful description of such instances as the above require correction will scarcely be

and to effect the correction demanded the following suggestions are submitted:

1. downward the schedule of punishments given in "Naval Boards, 1917," in so far as that schedule concerns minor enlisted men.

2. trials by summary court-martial direct that the accused "guilty," in order that all the circumstances of the offense be set upon record and the true gravity of the offense judged by the reviewing authority and by the department.

3. to one competent officer on each ship the duty of acting for the accused in all cases tried by general or summary court-martial, and require that officer to familiarize himself thoroughly with the case, with particular reference to all the circumstances with the alleged offense. The combination in one person of prosecutor and counsel for the accused can not but be prejudicial to the interests of the accused in the majority of cases, and should forthwith be discontinued.

4. require that punishments for minor offenses by enlisted men be limited to only of the following: Fine, confinement, or dishonorable discharge, in the opinion of the court, the convening authority, or the reviewing authority.

5. require that fines checked against the accounts of enlisted men tried by court-martial or deck courts for minor offenses shall be remitted in full, except Article I-4893, United States Naval Instructions, 1913, which provides for a fine of \$25.

6. require members of courts-martial to study thoroughly court-martial procedure, with particular reference to Court-Martial Orders and Regulations of the department as given therein, and "The Naval Code"; and make irregular procedure in any court-martial the basis of an unfavorable letter to be attached to the service record of the accused, and the members responsible for the irregularity.

7. impress upon all officers the fact that, when members of a court-martial, it is their duty to be absolutely impartial and to weigh every evidence presented to the court with strict fairness to the accused as well as to rule on objections of either side according to the law, and not to give a ruling more favorable to the prosecution.

\$0.7762. In view of the above, it was not surprising to return to the ship of a party of men assigned to duty in with target practice on board the sister ship, on one of remark, "Well, we had something to eat anyway," was all sides, to the envy of those who had not gone.

The impossibility of satisfying all hands in this matter at all times is fully appreciated; but that result should be, much more nearly achieved in the Navy than at the present time.

21. Some years ago, an order which was intended to eventually with masters at arms on board ships of the issued by the Secretary of the Navy. On many ships, the little reason to complain of that evil since that time. the conditions which led to the issuance of that order nearly duplicated to-day. On the ship to which the attached during the winter, there are two rated masters and two other men—one a chief boatswain's mate—who at that capacity, to the practical exclusion of all other duties their duties bring them to the attention of the command more prominently as being "on the job" when they offenses of enlisted men than at any other time, they extend themselves in that direction, instead of taking interest in the men of the crew, especially those who are not enlisted, with the purpose of helping them to learn the Navy and how to keep out of difficulty. The evasion above mentioned by means of such subterfuges as are but less generally adopted should be peremptorily stopped.

22. It would be highly unfair to the great majority of of the Navy to say that their treatment of the enlisted their command is unjust; but it is also highly unfortunate are some officers in the Navy to whom the term "slave" frequently applied in thought—and in speech at discretion by their subordinates. The men subject to the order officers of various grades in the Navy have a much harder than would be easily believed—one very much harder and couraging and disagreeable than can be excused for any ever—and the injurious effects of this fact upon the concerned, as well as upon their more fortunate associates be over-stated. Unfortunately, it is not at all a rare in the Navy to hear an officer use language toward his sub of course, in the absence of his own superiors—which but gentlemanly. Certainly the Navy can not be become a permanently operating Sunday school, but improvement in the treatment of enlisted men by means be attained to, and should be insisted upon, particularly of profane and abusive language.

23. Continuing the line of thought developed in the officers should be confidentially cautioned, for the best the service as a whole, to exercise the greatest of discretionizing their chief petty officers in the presence of those subordinates, even though they may have committed an ment or execution of real importance. The prestige of petty officers with those under their charge has been undermined by careless and reckless reprimand given

as to affect seriously the efficiency of the chiefs con-  
performance of their duties. In the present state of  
the more recently enlisted men—or lack of it—this pre-  
is necessary.

In recent years, many large business corporations have adopt-  
ed appointing some one man in each of the various de-  
partments, the concern to represent his fellows, and have made it  
his duty to take up directly with the general manager any  
matters in which the interests of his fellow workers are more or less  
affected. This plan, which has done much in the business  
world to promote the contentment and loyalty of the men, employed  
on the Navy. One man on the smaller ships, and from  
among the larger ones, should be carefully picked out from  
among the regular and capable men on the ship, and given the right  
to go to the commanding officer at stated times to discuss  
formally anything that would make for the betterment  
of morale and spirit.

Official reports dealing with the subject of berthing  
have been forwarded to the Department, and every  
effort will be made to give effect to the recommendations con-  
tained therein. Better facilities for the stowage of clothing and  
effects should also be provided on all new ships, and as many  
of the older vessels. Lockers holding at least as much  
space as is now in general use could be provided without taking  
up more space than is now occupied by the unsightly, unsanitary  
sea bag. The good effect upon the spirit of the  
crew of adopting this simple expedient would far more than  
offset the cost of purchasing and installing the lockers.  
Crises always leave behind them great problems which  
are solved by the combined enlightened intelligence of all those  
concerned therein, if the best solution to those prob-  
lems is achieved. The greatest crisis in the history of the  
Navy has led to leave in its wake a complexity of difficulties to  
be solved as unprecedented as the Great War itself. No large  
problem, especially of a military nature, could possibly be im-

high places of responsibility throughout the war, as compared with those of enlisted men, is full well appreciated, and no jot or tittle of credit for the great achievements to which officers of all ranks are so justly entitled would be taken from them. However, if it is true that the war could not have been won without the faithful, untiring efforts of keen-minded, far-sighted officers whose loyalty was above reproach—and that is absolutely true, of course—neither could it have been won without the less conspicuous but not less loyal devotion to the stern, never-relaxing demands of duty on the part of the millions who served in the ranks under the command of those officers.

29. As the daily tasks of those in high places of command differed materially from the tasks of those in the ranks, so necessarily did the general points of view of the two classes vary greatly. The environment of the one class being so different from that of the other, it follows that neither class can fairly describe the situation in which the other class was placed, nor prescribe the remedies which should be applied to bring about the best possible conditions throughout the service. It has been the writer's purpose in this letter to present fairly, clearly, and moderately the situation as it appears to the enlisted man.

30. That there is a present serious demand for a genuine remedy for the situation existing in the Navy as regards the enlisted personnel is demonstrated, among other things, by the unprecedentedly great number of desertions from the naval service during the past few months. The imperative necessity for an increase in the pay of the commissioned and enlisted personnel was self-evident, and fortunately has been fairly met—but it must be understood, if disaster to the Navy is to be averted, that the former inadequate scale of pay was only a contributing cause to the widespread discontent with the naval service, and not by any means the only cause. Furthermore, let it be understood that the responsibility for the conditions which have been indicated in the foregoing pages is of minor importance as compared with the urgent necessity of providing an effective and above all, an immediate remedy. Toward this highly important end the efforts of all those in the naval service should be sincerely and earnestly directed until the end has been achieved.

B. G. DRUMMOND.



[No. 192.]

H. R. 3251.

"For the relief of George F. Stedman."

At the hearing, on February 16, 1920, on the above bill, the Subcommittee on Private Bills of the Committee on the following documents have been submitted:

HOUSE OF REPRESENTATIVES,  
Washington, May 26, 1920.

W. PETERS,  
Representatives, Washington, D. C.

COLLEAGUE: I am writing you in reference to H. R. 3251, for the relief of George F. Stedman. The subcommittee of which I am chairman was kind enough to grant me a hearing on February 16, copy of which I inclose for your information. I stated that this man had a service record in the United States for which he received an honorable discharge. If you will call on my office the other day I showed you Mr. Stedman's certificate of which I inclose. I desire to return his certificate so that it will not be lost or mixed up with the records. You will find that he served under the name of John Dixon as a private of the First Regiment of Missouri Cavalry, from November 1, 1864, to June 6, 1865.

I will see your way clear to report favorably on the bill for the relief of this old gentleman's record.

Very truly,  
yours,

JOHN I. NOLAN.

CERTIFICATE OF DISCHARGE.



No. 56239.

STATE OF MISSOURI,  
ADJUTANT GENERAL'S OFFICE,  
*City of Jefferson, April 10, 1920.*

It is hereby certified that according to the records of this office John Dixon, alias Frank Steiman, was enlisted on the 10th day of November, 1863, at St. Louis, Mo., and was mustered into service on the 12th day of November, 1863, at St. Louis, Mo., as a private in Company F, First Regiment of Cavalry, Missouri Volunteers, for three years unless sooner discharged.

Charge of desertion removed by order of the Secretary of War and honorably discharged as of date he left the service, June 6, 1865.

H. C. CLARK, *Adjutant General.*

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WAR DEPARTMENT,  
THE ADJUTANT GENERAL'S OFFICE,  
*Washington, April 14, 1920.*

HON. THOMAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

DEAR SIR: Referring to your letter of the 7th instant, in which you request to be furnished with the military record of George F. Stedman, or Franklin Stedman, said to have served in the Civil War Company F, Missouri Cavalry Volunteers, regiment not stated, I have the honor to inform you that neither the name George F. Stedman nor the name Franklin Stedman has been found on the rolls on file in this office of any organization of Missouri troops that was in the military service of the United States within the period of the Civil War.

The record of correspondence on file in this office shows, however, that one Frank Stedman has heretofore claimed service in Company C, Fifty-fourth Illinois Infantry, and in Company F, First Missouri Cavalry, in which latter organization he stated he served under the name John Dixon. With respect to these services, the records show as follows:

Franklin P. Stedman (name Frank Stedman not found) was enrolled November 12, 1861, and was mustered into service February 16, 1862, as a private of Company C, Fifty-fourth Illinois Infantry, to serve three years, and that he was drummed out of service (cause not shown) September 1, 1862, at Union City, Tenn.

John Dixon was enrolled November 9, 1863, and was mustered into service as a private of Company F, First Missouri Cavalry Volunteers, to date November 10, 1863, to serve three years, and that he deserted June 6, 1865, at Little Rock, Ark.

The charge of desertion against this soldier has been removed and he has been discharged to date June 6, 1865, under the provisions of the act of Congress approved March 2, 1889.

Very respectfully,

F. G. HARRIS,  
*The Adjutant General.*

DEPARTMENT OF THE INTERIOR,  
BUREAU OF PENSIONS,  
Washington, D. C., April 14, 1920.

AS S. BUTLER,  
*of Representatives, Washington, D. C.*

MR. BUTLER: In response to your letter of the 7th instant advised that the records of this bureau show that John Franklin P. Steadman, filed a claim for pension (ind. orig. account of service in Company F, First Missouri Cavalry; Fifty-fourth Illinois Infantry; and in the United States claim was rejected on the ground that no title existed let of June 27, 1890, as the records of the Navy Department that he deserted from his contract of service in the United States Army under the name of F. Steadman and has never been therefrom, and his entire service during his last enlistment in the Civil War, in Company F, First Missouri Cavalry, notwithstanding the joint resolution of July 1, 1902, affords him no

from the records of the War Department show that Steadman enlisted in Company C, Fifty-fourth Illinois Cavalry November 12, 1861, and that he was dishonorably discharged from service September 1, 1862, by sentence of general court-martial. The record also shows that said soldier enlisted under the name of Dixon in Company F, First Missouri Cavalry, on November 12, 1861, and deserted June 6, 1865, at Little Rock, Ark. This letter will be found herewith.

Truly, yours,

G. M. SALTZGABER,  
*Commissioner.*

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[No. 193.]

**CANDIDATES FOR NAVAL ACADEMY.**


**NAVY DEPARTMENT,  
Washington, October 27, 1919.**

MR. BUTLER: I am submitting for your earnest suggestion, which I trust might conveniently be made of law, of the desirability of placing in the hands of the the Navy a fund, possibly \$20,000, from which at his id in such manner as he may judge fit, he would be o advance to deserving successful candidates for the my an amount sufficient to enable such candidates initial cash deposit now required on entrance. nce of money would be purely in the nature of a loan, shipman so assisted would be required to repay to the e amount upon graduation, or within a reasonable fter.

ou are aware of the fact that no small number of deserv- is, and capable young men are each year forced to itments to Annapolis, for the reason that they are se the amount of this entrance fee. I wish it to be ny candidate possessing the educational qualifications to enter the academy. There certainly should be no inst the poor boy.

sarily will be some small difficulties arise in the matter for this fund, inasmuch as some midshipmen who have d this loan will drop out before graduation, but I s of that kind the Government could properly stand

stration of this fund would be of such a character ity of any kind need be given of any particular instance



Academy whose parents or guardians may be financially unable to advance the required entrance money deposit: *Provided*, That the Secretary of the Navy is authorized, in his discretion, to advance an amount of money sufficient to cover the cost of one clothing outfit and room equipment, together with such books as may be necessary for the first year's course of study, to any midshipman who, for reasons, is unable to make the required money deposit upon entrance to the States Naval Academy: *Provided*, That the net cost to the Government for such clothing, room equipment, and books furnished to any one midshipman shall not exceed \$350: *Provided further*, That midshipmen receiving the advance of funds, as provided, shall, in the discretion of the Secretary of the Navy, refund to the Government after graduation, by monthly allotments from their pay, the total so advanced.

I sincerely trust that this idea meets with your approval and that its provision will be enacted into law at an early date.

Very sincerely, yours,

JOSEPHUS DAN

HON. THOMAS S. BUTLER, M. C.,  
House of Representatives,  
Washington, D. C.

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[No. 194.]

J. HENRY MILLER (INC.) (H. R. 10727).

NAVY DEPARTMENT,  
Washington, January 14, 1920.

We have been delayed in replying to your request of November 1919 for report and recommendation upon H. R. 10727, for the J. Henry Miller (Inc.), until a report could be received from the Yards and Docks, which involved an examination of the accounts. This report has now been received and is as follows:

Miller (Inc.) holds contract No. 2416, dated July 23, 1917, for the construction extension to Bancroft Hall, and contract No. 2550, dated August 22, 1917, for construction of officers' quarters, at the Naval Academy, Annapolis, Maryland. These contracts, which are on the cost-plus-percentage basis, provide for payment of the work "on which the percentage of profit shall apply includes, among other things, transportation to and from the site of the necessary skilled labor and efficient prosecution of the work," the necessity for such transportation to be determined by the Government officer in charge, but that "such transportation shall not involve repeated travel." In April, 1918, the volume of work at Annapolis having increased beyond the capacity of the local labor force, making it necessary for the contractors to obtain some of the workmen from Baltimore and pay their transportation to and from their homes to the site, the bureau notified the contractors that the transportation clause of the contracts was so modified as to provide that "such transportation shall include repeated travel, except where, in the opinion of the officer in charge, it is unnecessary." In consequence of this authorization the contractors incurred repeated travel of workmen, amounting under contract No. 2416 to \$4,750.98 and under contract No. 2550 to \$4,750.98, a total of \$31,870.32. This included no percentage of profit.

The cost of repeated travel had been made to the contractors for some time for a considerable period, when, question having been raised as to the propriety of the same, the Comptroller of the Treasury, under date of January 10, 1919, advised the Department of the Navy of his opinion that amendment of the contract whereby the Government assumed responsibility for repeated travel expenses was without consideration and therefore legally invalid. His ruling that officer subsequently affirmed under date of July 29, 1919, and the circumstances as to the labor situation and the reasons deemed to warrant amendment of the contract in the manner indicated, are set forth in the Comptroller's decision of July 29, 1919, a copy of which is inclosed. The Department's ruling is not repeated here at length. While it appears that the ruling is without legal effect, the bureau is of the opinion that, equitably, the contractors should be reimbursed for the cost of the repeated travel.

TREASURY DEPARTMENT  
Washington, July 23

J. Henry Miller (Inc.), applied March 20, 1918, for revision of the act of the Auditor for the Navy Department in disallowing by settlement (case No. 486) dated March 14, 1919, claim for \$2,455.86 on account of expenses incurred for travel (transportation of workmen) in connection with work performed as by amendment to contract No. 486 (Y. & D., 2416), dated July 23, 1917.

The auditor stated that he was unable to find in the claims presented any facts that were not considered by the comptroller in his decision of January 25 (25 Comp. Dec., 489).

In said decision the same question was before me upon request of the Secretary of the Navy for advance decision. It was held that since the modification of the contract did not require the contractor to perform any service in connection with the work that was not required by the contract as originally executed by the parties, the agreement to reimburse the contractor for expenses of repeated travel employed on the work was without consideration and of no effect.

Appellant states that from the beginning it was impossible to secure labor at the site and that from July, 1917, to April, 1918, the laborers paid for their own transportation; that, subsequent to entering upon the execution of the contract in connection with the work entered upon other contracts for Government buildings at Annapolis, and the scarcity of labor it was necessary to divert much of the labor from this contract to the urgent demands for labor on those contracts; that the workmen served as a result on the contractor to the effect that unless allowed for repeated travel expenses they would quit work in a body; that realizing the consequence of such action on the part of the workmen was had with the officer in charge, and that, in the opinion of said officer, the contractor would have to be furnished transportation demanded or given an equivalent in wages; and that, since an increase in wages to meet the situation might have the effect to cause a demand for a general increase of wages, it was deemed economical and, in the interest of the Government, to grant the demand by amending the contract so as to provide for furnishing daily transportation to workmen from the site; that the contractor had no reason to doubt the authority of the officer in charge to make such amendment, and that the effect of thus furnishing transportation was that sufficient labor was retained to push the various contracts to completion, a matter of prime importance to the Government.

The officer in charge on April 18, 1918, in reference to said amendment to the contract, reported to the Bureau of Yards and Docks as follows:

"1. In subparagraph (c) of paragraph (3) of Addendum No. 1 to the contract, it is stated that cost of the work shall include transportation to and from the site of the necessary skilled men for the economical and efficient prosecution of the work. Such transportation shall not include repeated travel."

"2. In view of the large amount of work now being performed under the contract involving a considerable amount of labor, more than is available locally, it has become necessary on the part of the contractors to obtain some of the labor from Baltimore, paying their transportation to and from their homes to the site."

"3. In order that the work may be carried on efficiently and completed as early as practicable, it is recommended that the bureau modify this addendum to the contract to an extent as to permit the contractors to pay the transportation of said labor from Baltimore to the site of the work as in the opinion of the officer in charge is necessary."

Also in letter to Bureau of Yards and Docks dated February 12, 1919, the reasons for previously recommending that said change of modification of the contract be made the officer in charge made the following statement:

"1. There is forwarded herewith letter from the contractors, J. Henry Miller & Co., in which they have requested reconsideration of a ruling made by the Secretary of the Treasury in disallowing payments made for transportation to and from the site in connection with their contract No. 2416, extension to Bancroft Hall."

"2. This contract, which is on a cost-plus percentage basis, provides that there will be made for transportation to and from the site of the necessary skilled men for the economical and efficient prosecution of the work, but that such transportation shall not include repeated travel."

"3. In reference (b) the officer in charge recommended to the Secretary of the Navy that the contract be modified to such an extent as to permit the contractors to pay the transportation of such men to and from the site of the work as in the opinion of the officer in charge was absolutely necessary. This recommendation was made on the fact that there was but a small amount of labor in Annapolis and its vicinity."

and that in view of the large amount of work being performed on other contracts in and about Baltimore, that to obtain sufficient labor to prosecute efficiently it would either become necessary to pay the transportation to allow them an increase in their rate of pay sufficient to pay for the travel. As any increase in wages would have been, in all probability, met by an increase on other work in this vicinity and arrangements could have been made with the railroad company to transport the labor at a reasonable price, it is the opinion of the officer in charge that the most economical method would be to require the contractors to pay for the transportation.

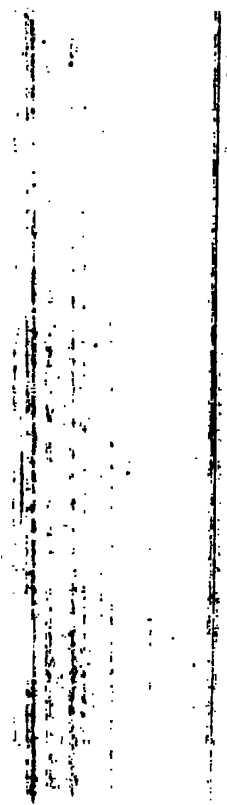
In accordance with the above recommendation, the bureau, in reference (c), modified the general provisions of the contract which were modified to present to the contractors for transportation to and from the site of the work. The men \* \* \* such transportation shall not involve repeated travel, in the opinion of the officer in charge, it is absolutely necessary, and with this the officer in charge approved the vouchers forwarded herewith for which have been disallowed under the ruling of the comptroller,

no doubt, in the opinion of the officer in charge, that a considerable saving would be effected by the payment of transportation of the men, as the only other method of obtaining sufficient men would have been to have increased their hourly rate of pay. Considering the considerable amount of overtime work at that time, the increased compensation would have been paid these men would have greatly exceeded the amount actually paid for their transportation.

The contractors acted in good faith upon what they considered was proper in the opinion of the bureau, and under these circumstances it is recommended that such steps as it may deem desirable to obtain from the comptroller as to this matter."

The statements of the contractor and the officer in charge are good evidence of the necessity for meeting the demand of the workmen that their daily wages be furnished, but evidence of the necessity to meet such demand does not establish the fact that under the terms of the contract the Government is or could be held liable for the expense thereof.

In the former decision, the contractor agreed to furnish its business and management, engineering skill and experience, skilled organization, and tools and equip the work with experienced men, and therefore under the contract the labor at the site according to the terms of the contract, which specified payment for repeated travel of workmen. It is apparent from the contractor's claim that the expense thus incurred in furnishing the transportation is less than the contractor's percentage of profit on the labor thereby furnished, therefore, that while said expense would tend to decrease the contractor's profit it is not such a hardship as to deprive him of all profit on that item, viz, the labor of the employees to whom the transportation was furnished, or all of the items above mentioned, which the contractor agreed to furnish. It would decrease the contractor's net profit, but if the expense of furnishing transportation was so great as to exceed his percentage of profit it would not con-



[No. 195.]

**FOR DAMAGE FROM COLLISION WITH NAVAL VESSELS  
(H. R. 12307).**

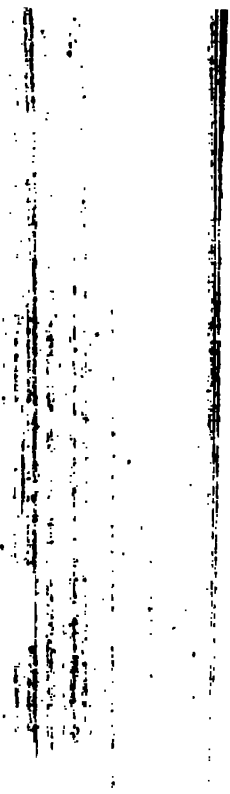
**NAVY DEPARTMENT,**

**Washington January 22, 1920.**

the existing law that authorizes the Secretary of the Navy to report and adjust claims for damages occurring from collisions and accidents for which naval vessels are found responsible, the amount of claim that he may consider to \$500. Of the claims made against the department in cases of the kind indicated, approximately 65 per cent exceed \$500, and of that percentage approximately 80 per cent are under \$5,000.

Claims in excess of \$500 can not be adjusted by the Secretary of the Navy, but must be reported by him for special act of Congress in each case. It is detrimental to the public interests as well as to private interests that a private owner is subjected to the expense incident to the securing of legislative action for payment of damages caused by circumstances for which those in charge of naval vessels have been found to be responsible. The limit of \$500 is so low that the good results desired to be effected by the authorizing law are not accomplished, as it was contemplated that a great majority of claims arising could be disposed of in accordance therewith. The present conditions are as stated above in terms of per cent, and it is altogether reasonable and desirable that the authority of the Secretary of the Navy be so extended that long delays to owners of vessels are found to be just and the duplication of labor on the part of the Government's agencies be obviated, inasmuch as it can be done without any appreciable risk of payment on unjust claims of any amounts exceeding the correct damages.

Herewith is a draft of provision granting to the Secretary



[No. 196.]

**RECREATION FOR ENLISTED MEN.**

**THE SECRETARY OF THE NAVY,**  
Washington, January 23, 1920.

AR MR. BUTLER: I wish to invite your attention to the which has arisen since my approval of the estimates of the tion "Recreation for enlisted men." Since that date the re welfare organizations within naval reservations has been r by the Navy. This change was made after a great deal t and consideration, and will, I believe, prove more satis-

rk of the welfare organizations entailed an expenditure of ately \$1,200,000 in addition to the expenditures made by from the appropriation "Recreation for enlisted men." By se administrative centralization of authority and avoidance tion of effort, it is believed that this work can be carried Navy itself at one-fourth the above cost, or at a rate of month or \$300,000 a year. As this work is in addition to contemplated under the estimates formerly approved by writing to request that this amount be added to the previous or this appropriation. The welfare organizations have generous in providing the sum of \$600,000 to continue their the 1st of July. They feel, and I believe rightly, that the nt should then look after its own and provide the facilities e hitherto been in the hands of the welfare organizations. Sincerely, yours,

JOSEPHUS DANIELS.





[No. 197.]

**REPORT OF OBSOLETE NAVAL VESSELS TO OTHER  
BRANCHES OF THE GOVERNMENT (H. R. 12311).**

**NAVY DEPARTMENT,  
Washington, January 27, 1920.**

MR. BUTLER: Inclosed find copy of a letter I have this  
Speaker of the House of Representatives, together with  
inclosure being a bill authorizing the transfer of obsolete  
to other branches of the Government, rather than their  
such offer of transfer. These inclosures are self-explanatory  
of the opinion legislation of the proposed character is

respectfully,

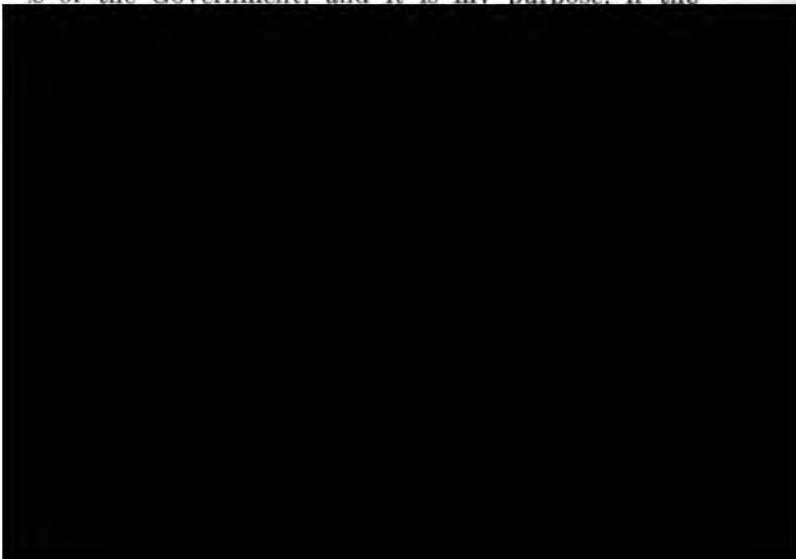
JOSEPHUS DANIELS,  
*Secretary of the Navy.*

WAS S. BUTLER,  
*Chairman Committee on Naval Affairs,  
House of Representatives.*

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**NAVY DEPARTMENT,  
Washington, January 27, 1920.**

SPEAKER: Inclosed find draft of a bill to enable the  
Government to offer to other branches of the Government,  
in case of appropriation, vessels stricken from the Navy list.  
The bill requires that all vessels stricken from the list be stripped  
of having further value to the Navy and advertised and  
of these vessels may be of some further value to  
the Government, and it is my purpose, if the





[No. 198.]

**DEFICIENCY APPROPRIATION.**

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**NAVY DEPARTMENT,**  
**Washington, February 3, 1920.**

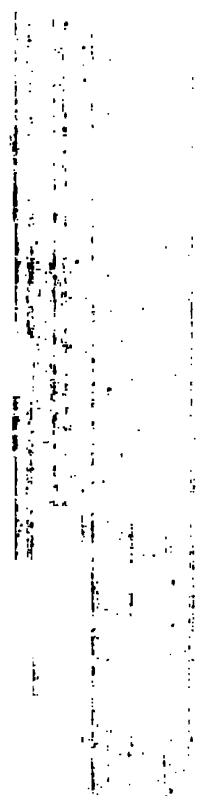
**MR. BUTLER:** I feel that your constant interest in the Navy has led you to give serious attention to the necessary immediate deficiency appropriation, as set forth in my January 21 last to the Speaker of the House, with its accompanying letters from the Chief of Naval Operations and the the Bureaus of Construction and Repair, Steam Engineering and Docks (Congressional Record, Jan. 31, 1920).

Frequent representations of the urgent need of additional completing the essential postwar repairs and alterations on all ships and on the requisite destroyers, submarines, and that go to make up a well-rounded fleet, I have tried to avoid alarmist predictions and to present the case of the Navy in temperate language and without exaggeration. The facts are set forth in the correspondence referred to above, and I have been at personal pains to verify those facts. In the absence of funds, there is no possibility of completing work on 6 of our 15 dreadnoughts. None of our 13 pre-dreadnoughts can be completed, nor any of the 7 armored cruisers require repairs.

Changes necessary to bring the military efficiency of the Navy to present-day standards can not be undertaken, and it is impossible to place our submarines in a condition for effective service.

In the present unsettled condition of world affairs, I do not believe it possible, with safety, to delay repairs on these vessels until the future, when the new appropriation for maintenance and repairs is available, or to some indefinite date in the future, as in the case of the discharge of 13,900 skilled workmen from our yards, as it is estimated will be necessary if funds are not





[No. 199.]

**FABRICATED MATERIAL FOR SEVEN SHIPS.**

**NAVY DEPARTMENT,  
Washington, February 7, 1920.**

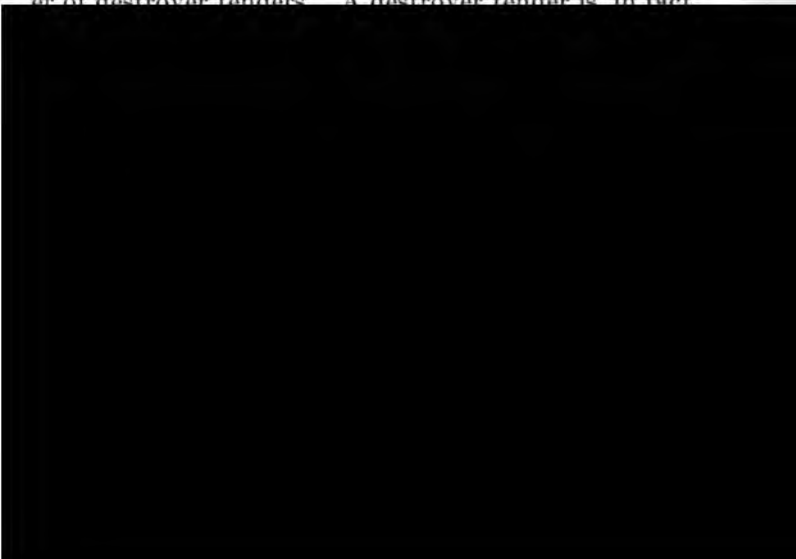
Attention has arisen regarding certain fabricated materials at Hog Island that makes it necessary for me to call the attention of Congress for prompt action. This is emphasized by the developments of the recent war and conditions born as the result thereof, which indicate an urgent need of two classes of vessels at this time, which necessity may require minimum expense to the Government.

First, as now taken on importance in naval operations, and second, to insure to it the mobility which belongs to the naval arm, carriers must be provided.

First, as a vessel which will house the crew and convey the crew on large flying boats which must accompany our fleet. Second, as a portable aviation base which can be moved into any world which may become a theater for maritime operations.

Third, as a vessel urgently necessary which will transport planes, and fourth, as a vessel in which planes may fly. Unless these vessels are provided, it is impossible to find opportunity for training and operations for the solution of the special strategic and tactical problems involved, without which no progress in real naval aviation is possible.

Finally, the interest requires the exercise of all possible economy in repair, with the lowest possible cost, the large number of vessels that we now have built and building, and at the same time to provide adequately for their maintenance during operations, peace and war. This end is best obtained by providing a class of destroyer tenders. A destroyer tender is, in fact,



This military feature is exemplified in the case of the destroyer tender *Melville*, which proceeded shortly after our declaration of war to Queenstown, Ireland, and there established a base for our destroyers, thus enabling them to begin their mission at sea promptly and to continue operation regularly thereafter to the end of the war, producing a mileage and continuity of operation that without the *Melville* would have been impossible. This performance was not only gratifying to our own forces, but elicited the admiration of our allies.

By the end of 1920 we will have 298 large destroyers and twenty-one 750-ton destroyers, the latter out of commission, capable of effective service. For efficient and economical maintenance for destroyers in both reserve and full commission, one tender should be provided for every 18 destroyers. Therefore, we will need a total of 16 tenders for the 298 large destroyers. At present we have available only seven tenders and two under construction that will not be completed within the next two years. This makes a total of nine destroyer tenders in sight. On the above basis of calculation, which has been amply verified by experience under both peace and war conditions, it is apparent that the seven tenders now available can not economically care for the needs of the destroyers. It, therefore, becomes necessary to provide for as many of the 16 tenders as can be procured, having in mind the present conditions. It is not intended at this time to make recommendation that will give the Navy more than 4 additional destroyer tenders, making a total of 13, which is 3 less than is considered as an adequate number for the total number of destroyers involved.

During the war the Navy came into possession of two German ships—the *De Kalb* and *Von Steuben*—to which it held clear title, which ships might have been used for tenders, but in view of the great need for ships for commercial purposes it was decided in conference between the Army, Navy, Shipping Board, and Emergency Fleet Corporation that these, and other ships operated by the Navy, should be returned to commercial lines and that the Navy's needs for tenders would be supplied by the delivery to the Navy by the Shipping Board of certain type "B" ships building at Hog Island. This agreement was subsequently confirmed by the President under date of September 2, 1919.

Under this agreement the Navy expected to obtain eight type "B" ships, but since that agreement was made the building program at Hog Island has been curtailed, with the result that the Navy will get only one of the eight ships expected. The Shipping Board, through the Emergency Fleet Corporation, has stated that there is on hand at Hog Island and available the fabricated material for the seven ships desired by the Navy as tenders, provided the Navy can obtain from Congress the necessary funds and authority for their construction either at Hog Island or at one of the shipbuilding yards in the vicinity of Hog Island. If the construction of these ships is proceeded with at Hog Island by the Emergency Fleet Corporation, it will require about \$11,060,000 for the completion of the seven ships, but if the work is not undertaken at Hog Island and these ships are built at near-by shipbuilding yards, using the fabricated material mentioned before there will be required \$14,700,000, which sum would include the removal of the fabricated material from Hog Island to the building yards.

It is considered pertinent to remark here that if there were an appropriation of \$11,000,000 available to the Navy, utilizing the fabricated material on hand and paid for by the Government, the Navy would be in a position to get possession of seven ships, which, if built specifically as tenders under other conditions at current prices, would cost approximately \$23,000,000. It is considered that this offers an excellent opportunity for the Navy to come into possession of these urgently needed ships at a much smaller cost to the Government than will be required if the vessels are provided at a later date and will at the same time probably present considerable loss to the Government in disposing of the material now available at Hog Island, and provided for this particular purpose.

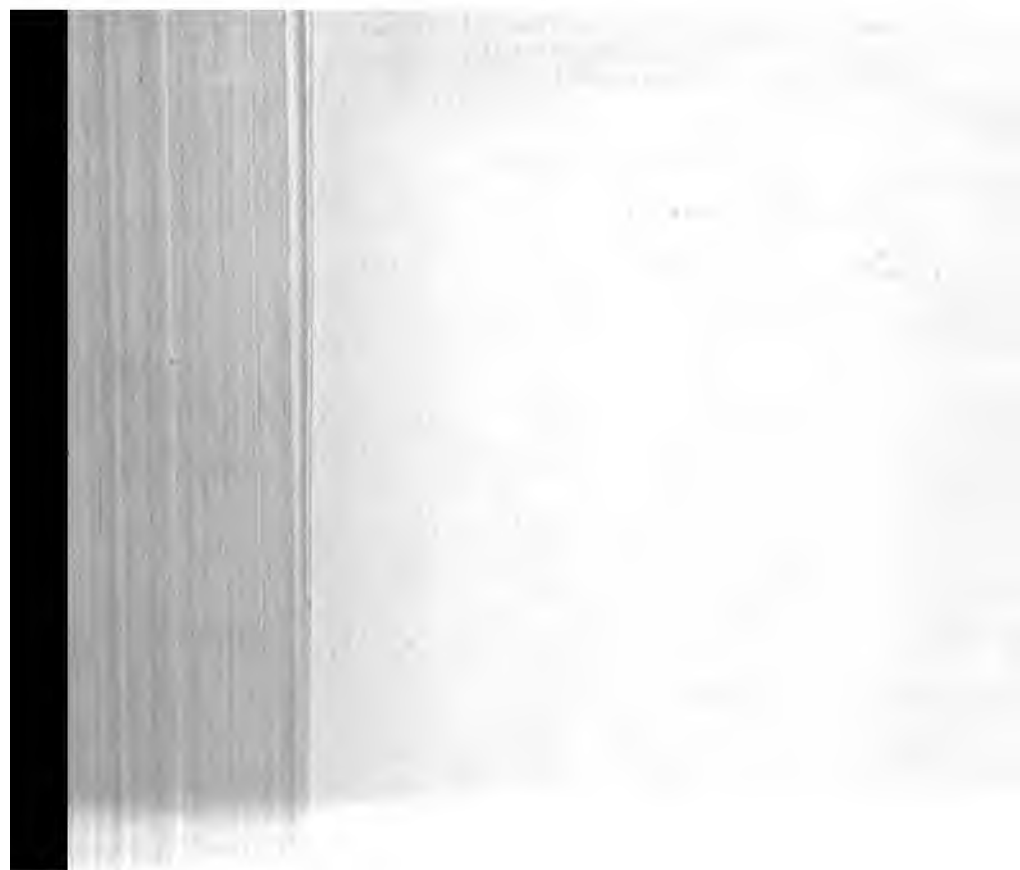
It is, therefore, recommended that the appropriation "Increase of the Navy, construction and machinery," be made available for the construction of the seven ships referred to for use as aviation tenders, carriers, and destroyer tenders.

Respectfully, yours,

JOSEPHUS DANIELS.

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.*





[No. 200.]

**REIMBURSE UNITED STATES SHIPPING BOARD AND  
STEAMSHIP COMPANIES FOR ADVANCES OF MONEY TO  
SAILORS IN THE NAVAL SERVICE.**

**NAVY DEPARTMENT,**

Washington, March 25, 1920.

DEAR MR. BUTLER: There is transmitted herewith a draft of a bill in which it is desired to obtain in order to reimburse the United States Shipping Board, various privately owned steamship companies, and others for advances of money made by them to sailors in the naval service who were stationed away from naval disbursing officers and were not in a position to draw their pay from such officers.

As to the advances made to members of the naval service by other than the naval disbursing officers were made by the masters of merchant vessels to enlisted men serving on board such vessels as members of armed guards or as radio operators. The accounts of these men were carried at various stations in the United States and the men in charge of armed guards were furnished statements showing the balance due each man on the date of discharge and the rate of pay which each man was entitled to receive monthly. The masters of vessels made payments from time to time and in most cases turned in the pay receipts promptly to the naval disbursing officers who carried the accounts of the men concerned. In a number of cases, however, the receipts were not turned in until after the men had been discharged from the service and as no charge can be made against the accounts of the enlisted men in such cases, it has been impossible to reimburse the various steamship companies. Inasmuch as the records do not show whether or not the men's accounts have been paid, the enactment of the proposed bill will accordingly require the Navy Department to pay the outstanding bills of this kind. It is earnestly recommended that such legislation be

Sincerely,





[No. 201.]

**H. M'CONNON, TO REINSTATE AS A SURGEON IN  
THE NAVY (H. R. 13002).**

**DEPARTMENT OF THE NAVY,  
Washington, March 31, 1920.**


**PERMANENT COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.***

**MR. CHAIRMAN:** Replying further to your letter inclosing H. R. 13002, to reinstate George H. McConnon in the Navy, and requesting the views and recommendations of the committee thereon, I have to state as follows:

H. McConnon was appointed an assistant surgeon in the Navy on September 21, 1905, and served continuously as such until 1907, when his resignation was accepted, he having tendered of his own volition. He was enrolled in the United States Navy Reserve Force as an assistant surgeon on February 16, 1918, and was a member of said force.

Opposed legislation is for the benefit of an individual, and the committee has been consistently opposed to the enactment of legislation of this nature except in exceptionally meritorious and unusual cases. There is not anything appearing on the record of H. McConnon which can be considered as placing his case in the category of specially meritorious.

Of the foregoing, the department recommends that bill H. R. 13002 be not enacted.





[No. 202.]

**OF AGE LIMIT FOR ADMISSION TO THE NAVAL  
ACADEMY (H. R. 12819).**

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**NAVY DEPARTMENT,  
Washington, D. C., March 8, 1920.**

MR. CHAIRMAN: In reply to your letter of March 6, 1920, the views and recommendations of the department on R. 12819) "To authorize the Secretary of the Navy to age limit for admission to the United States Naval I beg to inform you that the bill meets with the approval of the department and I recommend its passage.  
sincerely,

JOSEPHUS DANIELS.

THOMAS S. BUTLER, M. C.,  
*man Committee on Naval Affairs,  
House of Representatives.*

No. 202.

(3361)





[No 203.]

**OF 'NAVAL RESERVE FORCE TO BE AVAILABLE  
FOR GENERAL SERVICE.**

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**NAVY DEPARTMENT,  
Washington, D. C., April 26, 1920.**

MR. BUTLER: I desire to invite your attention to the  
under the Naval Reserve Force law of August 29, 1916,  
and men may be enrolled in the Naval Coast Defense  
special service in the Navy or in connection with the  
defense of the coast.

As provision of the act such men can not be assigned to  
of the naval districts. I believe that the law in this  
ld be changed so as to make them available for general  
accordingly recommend that the following provision  
able consideration in the Committee on Naval Affairs:  
person shall be enrolled in the Naval Reserve Force except for general

Very, yours,

**JOSEPHUS DANIELS.**

**BUTLER, M. C.,**  
*nan Committee on Naval Affairs,*  
*House of Representatives,*  
*Washington, D. C.*



[No. 204.]

**E OF TEMPORARY AND RESERVE STAFF OFFI-  
EN TRANSFERRED TO THE PERMANENT NAVY.**

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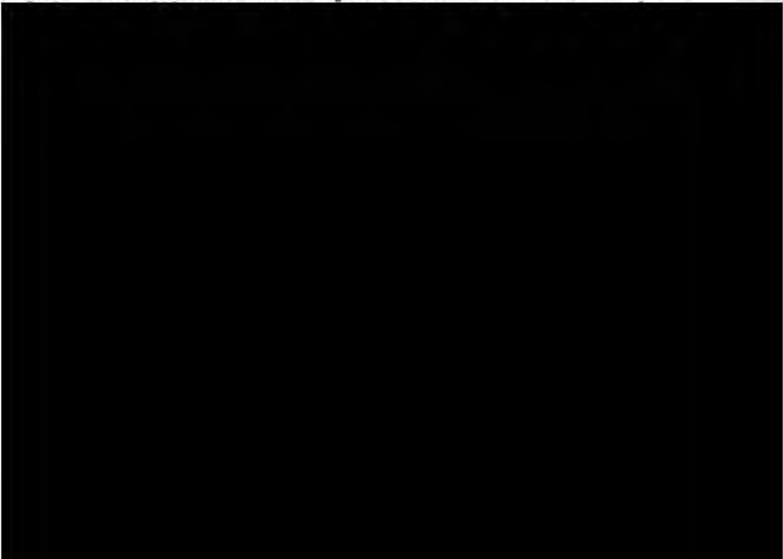
**NAVY DEPARTMENT,**

**Washington.**

**R. BUTLER:** Referring to the Senate personnel amend-  
aval bill providing for the permanent appointment of  
reserve officers, I would like to invite your attention  
age which I believe to be desirable. It has to do with  
of officers of the Staff Corps of the Navy who may be  
accordance with sections 3 and 4 of amendment No.  
r officers whose positions would be affected by such

of determining the precedence of officers so appointed  
wn in the bill, was worked out mainly with a view to  
obtaining in the line of the Navy, and would appear  
actory solution for such officers. In the case of the  
wever, the varying conditions under which appoint-  
emporary and permanent, were made to these corps  
ld War, have been such that the order in which these  
on the temporary precedence list can not be made  
permanent precedence list without working an injus-  
number of officers.

ple, officers who had been temporarily appointed to  
rps were later given an opportunity to qualify for  
ointment. Those who qualified were given perma-  
ents which made them junior on the lineal list to



the transfers were made it was understood that this loss would be temporary only, and would disappear when the temporary appointments expired. Other instances might be cited but the above are the principal ones, and are sufficient to illustrate the conditions obtaining.

If the inequalities noted above are perpetuated, they will undoubtedly breed dissatisfaction, and result in appeals for remedial legislation in future years. I am of the opinion that the most equitable procedure, and the one that would leave the least feeling of injustice in the minds of the officers concerned, would be to regulate the precedence of staff officers appointed in accordance with sections 3 and 4 of the Senate amendment, and of officers already holding permanent appointments in the Staff Corps, so that as far as practicable their arrangement would be relatively the same as the arrangement of the line officers, whose positions are regulated by the terms of the amendment, having in view the circumstances under which the appointments were made and the length and character of previous service.

A number of provisions for the purpose of suitably regulating the precedence of officers appointed to the Staff Corps of the Navy have been considered, but the conditions vary so much that it appears impracticable to write a provision of reasonable length that would do substantial justice to all officers concerned, and I am of the opinion that the most satisfactory method of handling such precedence would be to follow the method already laid down in the bill for regulating precedence in the case of officers of the Marine Corps, appearing on page 50, lines 14 to 17.

It is recommended accordingly that a provision be added to section 4 of Senate amendment No. 106, after the word "Navy," page 63, line 14, as follows, the reference in the provision being to sections 3 and 4 of that amendment, which sections will presumably be renumbered in the final draft of the bill:

*And provided further.* That officers appointed to permanent rank in the Staff Corps of the Navy in accordance with sections — and — of this act shall take precedence with each other and with other officers in the Navy in such order as may be recommended by a board of naval officers and approved by the Secretary of the Navy.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

HON. THOMAS S. BUTLER, M. C.,  
*Chairman Naval Committee,  
House of Representatives, Washington, D. C.*

[No. 205.]

**OF RETIRED OFFICERS ON ACTIVE DUTY.**

**rs, Failing to Qualify for Promotion in Commissioned  
Revert to Former Warrant or Commissioned Warrant**

**Secretary of Navy to Establish Grades and Ratings for  
Retired Personnel of Navy and Marine Corps.**

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**NAVY DEPARTMENT,**

**Washington, May 7, 1920.**

**R. CHAIRMAN:** I have the honor to inclose herewith a  
letter which I have this day addressed to the chairman of  
your Committee of the Senate, and which I respectfully  
submit to your most careful consideration.  
Sincerely,

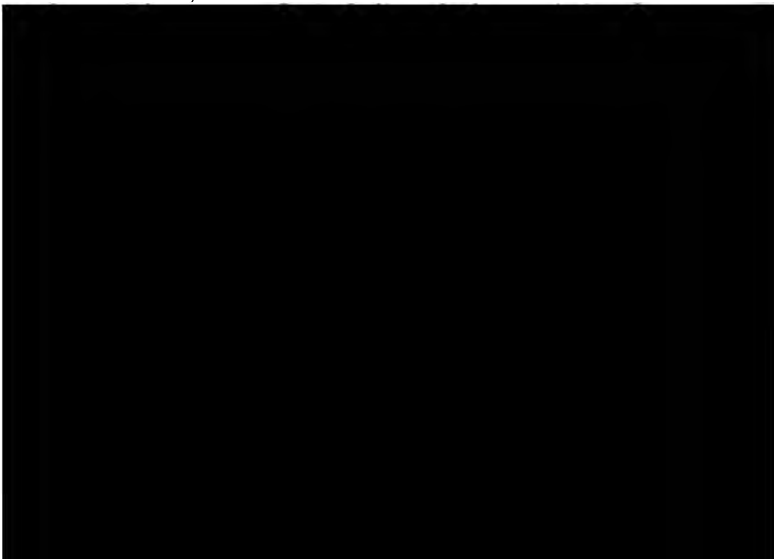
**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**U. S. NAVAL AFFAIRS COMMITTEE,**  
*House of Representatives, Washington, D. C.*

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**MAY 8, 1920.**

**R. CHAIRMAN:** The following recommendations have  
been transmitted to the personnel subcommittee of the House Naval Com-  
mittee, and are hereby transmitted for your information, with the  
request that, if practicable, you give them your favorable consideration.  
In connection with the naval appropriation bill as it passed the Senate,  
H. R. No. 86, I have the honor to recommend that



asmuch as such officers could only be detailed to duty on shore where desirability should go as a right to seagoing officers who have completed their sea tour.

In order to enable warrant officers in the Navy who, under the provisions of the act, are commissioned permanently into the service and who, if they thereafter fail, upon professional examination, to revert to their present warrant status, the following proviso is suggested to be added to section 4, just after the proviso which establishes the precedence of staff officers taken into the permanent service, and which I explained fully in my letter of May 5:

*Provided further*, That officers appointed to the permanent Navy in accordance with sections 3 and 4 who hold permanent warrant or permanent commissioned warrant rank in the United States Navy shall, if they thereafter fail professionally on examination for promotion, revert to permanent warrant or permanent commissioned warrant status.

Between section 7 and section 8, insert a section as section 7½, as follows:

SEC. 7½. That hereafter the Secretary of the Navy is authorized, in his discretion, to establish such ratings as may be necessary for the proper administration of the enlisted personnel of the Navy and Marine Corps.

This section authorizes the Secretary of the Navy to create such new ratings among the enlisted personnel as naval development may require and to abolish obsolete ratings. It does not authorize the Secretary to increase pay of any rating established nor will it create in any way additional expense to the Government. It merely enables the Secretary to properly designate the ratings of enlisted men according to the duties performed by those ratings.

Hoping that you will give your careful consideration to the above, I am,

Very sincerely,

\_\_\_\_\_  
*Secretary of the Navy.*

CHAIRMAN NAVAL AFFAIRS COMMITTEE,  
*United States Senate, Washington, D. C.*

Copy to chairman Naval Affairs Committee, House of Representatives.

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[No. 206.]

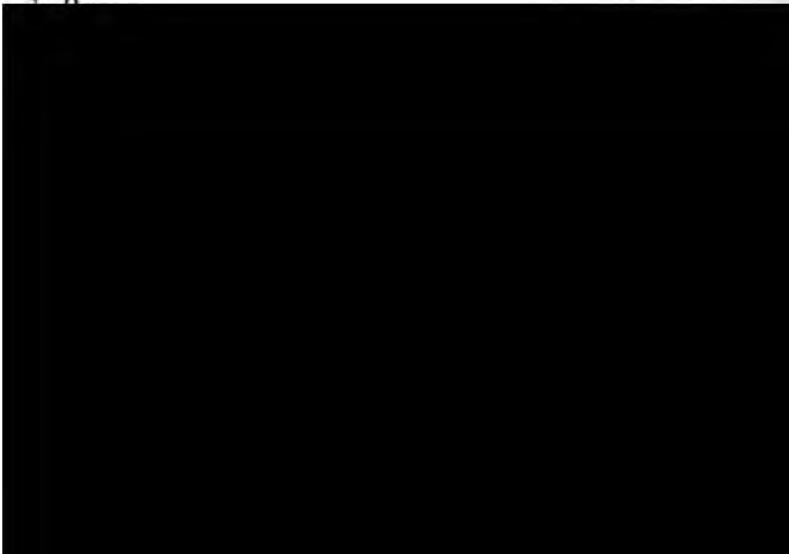
**SENT TO PERMANENT COMMISSIONED GRADES OF  
LT AND COMMISSIONED WARRANT OFFICERS WHO  
EMPORARY RANK THEREIN DURING THE WAR.**

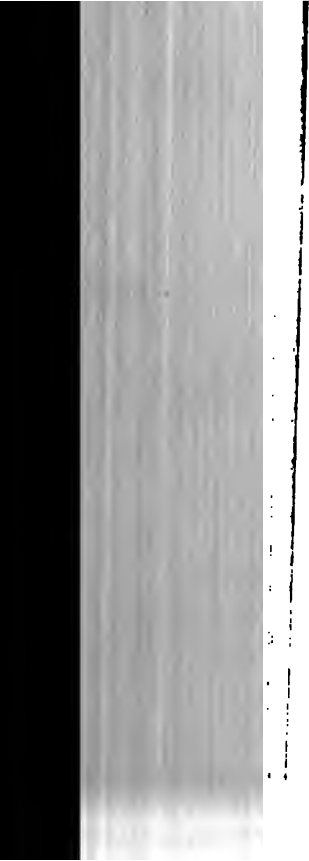
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**THE SECRETARY OF THE NAVY,**  
Washington, May 20, 1920.

MR. CHAIRMAN: The acid test of qualification for a com-  
ctual service in war. By that standard the men from the  
were promoted to commissioned rank during the World  
nstrated their fitness. They were placed in positions of  
nsibility, demonstrated their ability in the school of  
in war, and more than justified their promotion. They  
officers because of their practical experience, and now  
has come and Congress is recognizing war service, I  
ope those of long experience who were promoted suc-  
y their fine service will be continued in the ranks they  
the war. They have shown their professional ability  
will continue to show it in peace, and experience and  
good record ought to be acceptable rather than any other  
mination. I would regret to see these faithful regulars in  
who have served long and well, who won their promotion  
ar service during the war demoted now, and I trust your  
will provide for the recognition they have won in the  
ow in conference.  
rely, yours,

JOSEPHUS DANIELS.





[No. 207.]

**NAVAL MILITIA.**

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**THE SECRETARY OF THE NAVY,  
Washington, May 20, 1920.**

**MR. CHAIRMAN:** When I was before the Senate Committee the question of the Naval Militia was taken up and discussed, on line 16 and line 17, page 14, the words "and" were added by unanimous vote of the committee.

Militia of New York, which is a very splendid body of excellent work in the war, is in this position—that unless a status which was prepared by a body of officers of the Navy, it is not permissible for the department to furnish arms, and vessels for training at the discretion of the Navy to the Naval Militia. Under the present laws, the Naval Militia is ready and willing, I have not the authority to furnish arms even in the greatest emergency and therefore I suggest that you incorporate in the bill the inclosed after the word "consent" on line 22, page 14. This will give to the Naval Militia the same status as the Naval Militia before the war, and will preserve them as part of the Naval Force, which I believe is most desirable in certain cases where the Naval Militia may be needed for service under State

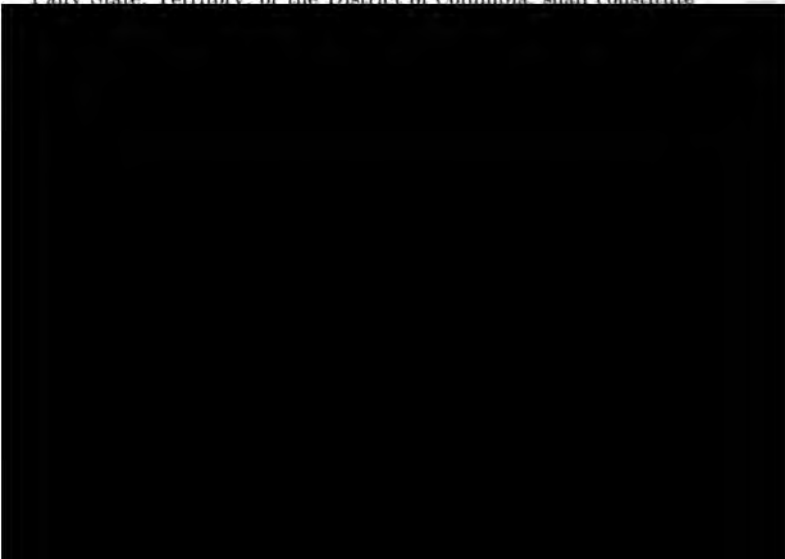
Sincerely,  
ly, yours,

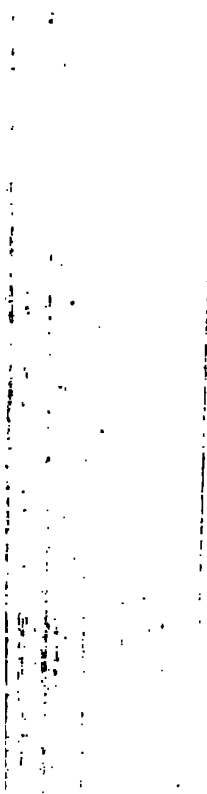
**JOSEPHUS DANIELS.**

**AS S. BUTLER, M. C.,  
on Naval Affairs Committee,  
House of Representatives.**

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organized Militia as provided by law, such part of the same as may be in any State, Territory, or the District of Columbia, shall constitute





(No. 208.)

**BASE, LOS ANGELES HARBOR (SAN PEDRO),  
CALIF.**

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**NAVY DEPARTMENT,  
Washington.**

**MR. BUTLER:** I understand that the conference committee is considering the question of the submarine base, Harbor (San Pedro), Calif., which is shown on page 298, Sixty-sixth Congress, second session, which provides

development of a submarine base, \$500,000: *Provided*, That the Secretary is hereby authorized to accept from the city of Los Angeles, Calif., the lands and conditions, and without cost to the United States Government, of land in the harbor of Los Angeles, Calif., for use as a site for a base, and containing 50 acres, more or less, of hard land and 175,000 acres of submerged land.

Previously stated to the committee the importance of this matter. The Chief of Naval Operations has also given your committee reports regarding this matter and has strongly endorsed it. The primary report of the Navy Yard Commission, otherwise known as the Helm Board, Sixty-fourth Congress, second session, House Representatives Document 1946, Part 3, page 25, under the conclusions and recommendations, paragraph 40, the committee stated, viz:

The committee, after careful consideration, has reached the following conclusions: Its recommendations based thereon: It is necessary, desirable and advisable to establish a submarine training base on the coast of the United States.

The location for this training base is at Los Angeles Harbor in southern California.



facilities consisting of runway and aprons for F-5s and 2 K. B hangars; a fuel depot for Diesel oil; aviation gasoline, aviation oil and a torpedo storage depot, are recommended and this plan, after examination has been approved by Admiral H. B. Wilson, United States Navy, commander in chief, United States Atlantic Fleet, and Admiral Hugh Rodman, United States Navy, commander in chief, United States Pacific Fleet, in the development of necessary shore establishment in the Pacific.

This plan is now before the Joint Army and Navy Board with practical certainty of its full approval.

This project should go on at the same time as the development of Hawaii, San Francisco, and Puget Sound.

I can not too strongly urge the retention of the clause referred to in the present naval appropriation bill.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

Hon. THOMAS S. BUTLER, M. C.,  
*Chairman House Committee on Naval Affairs,*  
*House of Representatives*  
*Washington, D. C.*

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[No. 209.]

ARTICLE 40, SECTION 1624, REVISED  
STATUTES.

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LETTER

FROM

SECRETARY OF THE NAVY,

TRANSMITTING

DRAFT OF A BILL TO AMEND ARTICLE 40 OF SECTION  
1624, REVISED STATUTES OF THE UNITED STATES, AND  
PURPOSES.

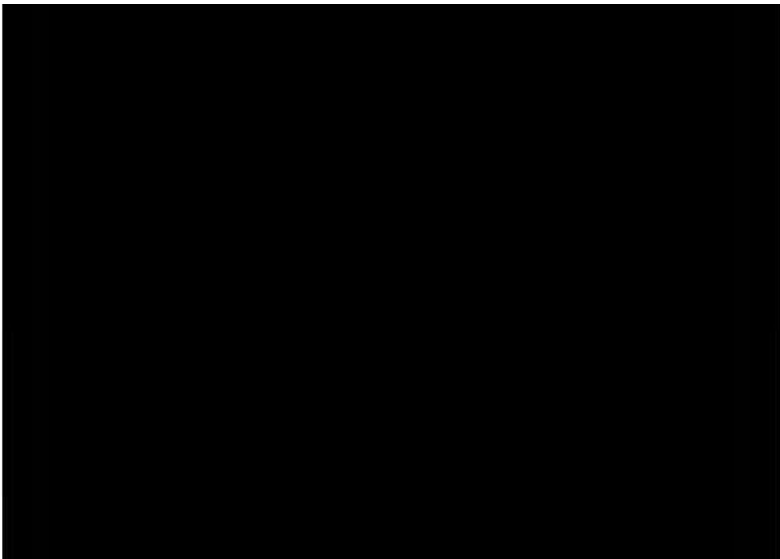
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referred to the Committee on Naval Affairs and ordered to be printed.

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DEPARTMENT OF THE NAVY,  
*Washington, June 3, 1920.*

MR. SPEAKER: There is inclosed herewith a proposed  
bill to amend article 40 of section 1624 of the Revised  
United States Statutes, and for other purposes, which is trans-  
mitted with the recommendation that it receive favorable considera-



which is not required either to safeguard the public or in the interests of justice.

It is, therefore, recommended that article 40 of section 1624 of the Revised Statutes of the United States be changed so that accused persons who have been tried by courts-martial may be informed of the finding and sentence of the court, if any, at the conclusion of its deliberations, such information to be given them in propria persona, in open court, and in the presence of the judge advocate. The accused would then be in a position to move for a new trial and to state his grounds therefor, or failing to do so he could be held to acquiesce in the ruling of the court on all questions arising in the hearing of the case. This would bring the proceedings of courts-martial more in accord with the proceedings of the criminal courts of the United States, and result in removing considerable dissatisfaction now due to the accused and the service not knowing what decision the court had reached.

In view of the foregoing, it is recommended that the inclosed draft of a bill be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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A BILL To amend article 40 of section 1624 of the Revised Statutes of the United States, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That article 40 of section 1624 of the Revised Statutes of the United States be amended to read as follows:

"The president of the general court-martial shall administer the following oath of affirmation to the judge advocate or person officiating as such:

" 'I, A B, do swear (or affirm) that I will keep a true record of the evidence given to and the proceedings of this court, and that I will not, at any time, divulge or disclose the vote or opinion of any particular member of the court unless required so to do before a court of justice in due course of law.'

"This oath or affirmation being duly administered, each member of the court before proceeding to trial, shall take the following oath or affirmation, which shall be administered by the judge-advocate or person officiating as such:

" 'I, A B, do swear (or affirm) that I will truly try, without prejudice or partiality, the case now depending, according to the evidence which shall come before the court the rules for the government of the Navy, and my own conscience, and that I will not at any time divulge or disclose the vote or opinion of any particular member of the court, unless required so to do before a court of justice in due course of law.' "

[No. 210.]

G "KEARSARGE" OR "KENTUCKY" INTO  
CRANE AND SALVAGE SHIP.

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LETTER

FROM

SECRETARY OF THE NAVY,

TRANSMITTING

AUTHORITY FOR USE OF APPROPRIATION IN NAVAL  
TION BILL FOR 1921 FOR THE PURPOSE OF CONVERT-  
THE "KEARSARGE" OR THE "KENTUCKY" INTO A  
SALVAGE SHIP.

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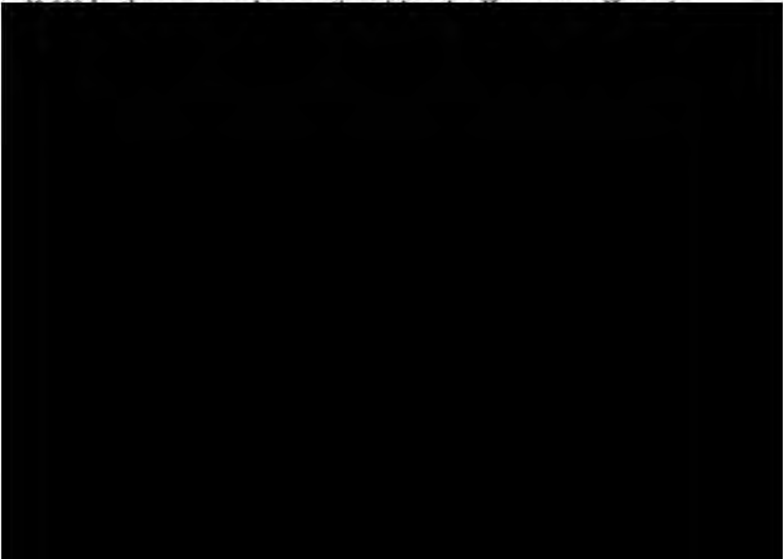
-Referred to the Committee on Naval Affairs and ordered to be  
printed.

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NAVY DEPARTMENT,  
*Washington, March 4, 1920.*

MR. SPEAKER: It is requested that there be added to  
"Increase of the Navy, construction and machinery,"  
appropriation bill for the fiscal year 1921, the following:

ry of the Navy is authorized to expend out of this sum an amount



building of the capital ships throughout the country can not advantageously be carried on without provision for the hoisting of the heavy weights of turrets, guns, machinery, and certain other parts. It therefore becomes necessary for the Government to undertake the provision of hoisting facilities which can be moved from one shipyard to another along the coast (including private shipyards) as the necessity for their use arises at any one shipyard. In the opinion of the Bureaus of Construction and Repair and Steam Engineering, this can only be satisfactorily accomplished by providing a vessel of special type, capable of proceeding along the coast under its own power and provided with a hoisting crane of large capacity.

The contracts for battleships now under construction provide for furnishing to the contractors such hoisting facilities as the Navy Department may have available, and these facilities will be equally necessary for similar ships at the navy yards. If the Navy Department is to provide hoisting facilities of the required capacity, it is essential that provision be made in the pending appropriations.

The proposed crane ship would also be very useful in transporting assembled turret structures, guns, batteries, and large machinery weights from yard to yard, as well as transporting guns and mounts from the Washington Gun Factory and Indianhead to the building and repair yards. The crane ship could also be used for salvage purposes. A self-propelled crane ship of 250 tons capacity, similar to that herein contemplated, has been built and is now in the service of the British Navy.

The Bureaus of Construction and Repair and Steam Engineering have consulted with crane manufacturers and given consideration to the design of such a vessel, not only with the view of constructing a crane ship complete but also of converting one of the obsolescent vessels of the Navy for the purpose.

From this latest consideration it appears that for a complete crane ship \$3,500,000 should be allowed. It appears practicable, however, to convert either the battleship *Kearsarge* or the *Kentucky* for this purpose by removing one stack and four of the boilers, removing the superstructure above the main deck, fitting the necessary foundations for the crane, and sponsoning and ballasting the vessel to obtain the necessary stability. It is estimated that the cost of this conversion, including the construction and erection of the crane, will be \$2,100,000, a saving of \$1,400,000 as compared with the cost of a new vessel.

Sincerely, yours,

JOSEPHUS DANIELS.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

( )

WILLIAM S. BENSON AND REAR ADMIRAL WIL-  
LIMS, UNITED STATES NAVY, PERMANENT AD-  
| THE NAVY.

**Washington, October 3, 1919.**

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

O



[No. 212.]

**McCULLOUGH, RICHARD P.**

**DEPARTMENT OF THE NAVY,**

**Washington, October 3, 1919.**

**MR. CHAIRMAN:** Replying further to the committee's bill (H. R. 7608) for the relief of Richard P. McCullough, United States Navy, and requesting the views and recommendation of the department thereon, I have the honor to inform

you of March 18, 1916, in reply to the committee's letter (H. R. 4890) for the relief of Lieut. Richard Philip McCullough, United States Navy, I had the honor to state as follows:

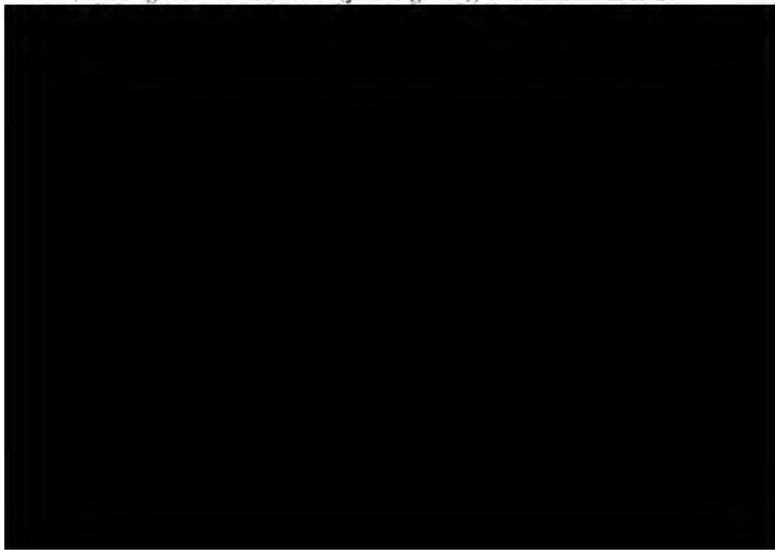
Richard P. McCullough, United States Navy, was examined in March, 1916, for promotion to the two higher grades of lieutenant (junior grade). There was but a single examination by which, according to the probability, the candidate might be found qualified for an advancement in one or for both grades.

As a result of the examination in the case of Ensign McCullough, the naval board reported and recommended as follows:

The board having proceeded to deliberate upon the evidence before it \* \* \* mental, moral, and professional fitness of the candidate to perform the duties of a lieutenant officer, at sea, in the grade of lieutenant (junior grade) has been satisfied, but that in the subject of navigation the candidate on examination papers a deficiency in the satisfactory working knowledge of the subject necessary for promotion to lieutenant.

Notwithstanding the high character of his record as shown in his fitness reports and of his being deficient in only one of the subjects in which he was examined, a year's seniority would be too severe a punishment for not having been promoted thoroughly, the board recommends that Ensign McCullough be promoted to lieutenant at such date, after being given time and opportunity as will not cause him to lose numbers should such reexamination be necessary.

Therefore, the board recommends that Ensign Richard P. McCullough, United States Navy, has the professional qualifications to perform efficiently all the duties, hereof, of the grade of lieutenant (junior grade), to which he is to be promoted.



who have likewise been suspended from promotion and by which be expressly excepted from the provisions of law providing for such were intended to apply to them.

In view of the fact that no markedly meritorious reasons adduced in legitimate extenuation of the professional officer, and as under such circumstances the department has declined to recommend favorable action upon his application, it is recommended that the present bill H. R. 10000 be favorably considered.

Sincerely, yours,

JOSEPHUS J.  
*Secretary*

The CHAIRMAN OF COMMITTEE ON NAVAL AFFAIRS  
*House of Representatives*

○

[No. 213.]

CAPT. J. S. CARPENTER, PAY CORPS, UNITED STATES NAVY (H. R. 11417).

DEPARTMENT OF THE NAVY,  
Washington, October 27, 1919.

S. BUTLER,  
*an Committee on Naval Affairs,*  
*House of Representatives.*

MR. BUTLER: There is inclosed herewith a copy of letter, will, this day sent to the Speaker of the House of Repre-

ly, yours,

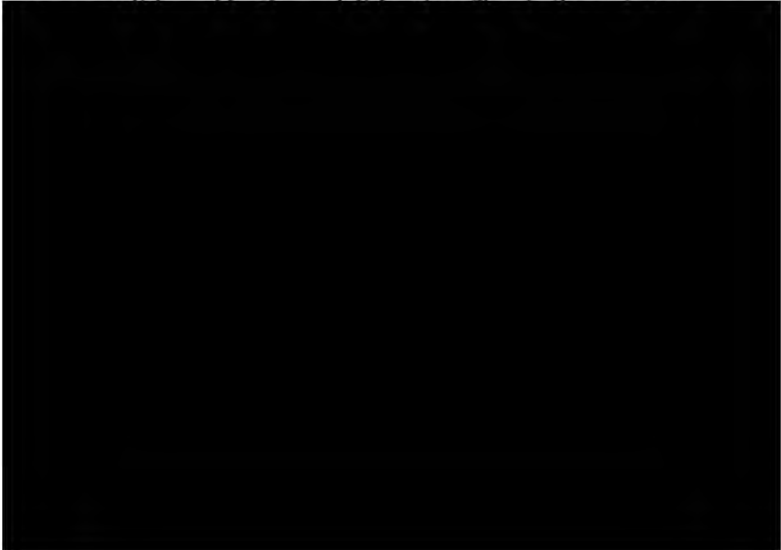
JOSEPHUS DANIELS,  
*Secretary of the Navy.*

DEPARTMENT OF THE NAVY,  
Washington, October 25, 1919.

SPEAKER: There is inclosed herewith a proposed draft of a bill pro-  
fief of Capt. J. S. Carpenter, United States Navy.  
vember 8, 1918, payments were made in the office of the disbursing  
vy Yard, which office is under the supervision of Capt. J. S. Car-  
ates Navy, on forged pay receipts of money due to the following  
e amounts set opposite their respective names:

e Mille.....	\$49. 98
hnson.....	35. 96
se.....	40. 94
urphy.....	41. 60
	<hr/>
	168. 48

nce of these forgeries were discovered by Capt. Carpenter he reported  
andant of the navy yard, asking for a board of investigation and also  
Naval Intelligence be requested to institute an inquiry for the pur-  
ing the guilty party or parties. A thorough investigation was made  
laval Intelligence but they failed to obtain sufficient evidence to  
tion of any one. The board of investigation in making its report



A BILL For the relief of Capt. J. S. Carpenter, Pay Corps, United States Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the accounting officers of the Treasury Department and they are hereby, authorized and directed to allow Captain J. S. Carpenter, Pay Corps, United States Navy, the sum of one hundred and sixty-eight dollars and forty-eight cents, the same being the sum disallowed by said accounting officers in the accounts of said naval officer on account of payments made on or about November eighth, nineteen hundred and eighteen, through error, on forged receipts, of money due to the following-named men in the amounts set opposite their respective names: No. 2960, J. F. DeMille, forty-nine dollars and ninety-eight cents; No. 2369, A. J. Johnson, thirty-five dollars and ninety-six cents; No. 3148, J. J. Murphy, forty dollars and ninety-four cents; and No. 8490, J. J. Murphy, forty-one dollars and sixty cents, for which said Captain J. S. Carpenter, Pay Corps, United States Navy, was found not to be responsible.

[No. 214.]

**LIEUT. CAPT. H. E. LACKEY, UNITED STATES NAVY  
CHECKS AGAINST PERSONAL ACCOUNT (H. R. 12310).**

**DEPARTMENT OF THE NAVY,  
Washington, January 28, 1920.**

**MR. CHAIRMAN:** There is inclosed herewith a copy of draft of a bill, this day sent to the Speaker of the House of Representatives.

Very truly yours,

**JOSEPHUS DANIELS,**  
*Secretary of the Navy.*

**AS S. BUTLER,**  
*an Committee on Naval Affairs,  
House of Representatives.*


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**DEPARTMENT OF THE NAVY,  
Washington, January 28, 1920.**

**MR. SPEAKER:** There is inclosed herewith a proposed bill to reimburse Capt. H. E. Lackey for checkage against personal account, which is respectfully submitted for your con-

sideration against the account of Lieut. Commander J. E.

United States Navy, for the first and second quarters, at the proving ground, Indianhead, Md., by the Auditor for the Department, suspensions amounting to \$32.73 were made in full to civilian employees under the supervision of the Ordnance in charge, which overpayments could not be returned to the individuals to whom they were made owing to



In view of the foregoing it is recommended that the proposed draft of bill hereto attached be enacted.

Sincerely, yours,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

---

A BILL To reimburse Captain H. E. Lackey, United States Navy, for checkage against personal account.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of the Treasury is hereby authorized and directed to reimburse Captain H. E. Lackey, United States Navy, out of any funds in the Treasury not otherwise appropriated, the sum of \$32.73, being the amount deducted from his pay because of "errors other than computations, labor roll, first and second quarters, 1918, suspended auditor's certificate 11023D."

○

[No. 215.]

TRIBOU, CAPTAIN D. H.

DEPARTMENT OF THE NAVY,

Washington, March 3, 1920.

AS S. BUTLER, M. C.,  
an Committee on Naval Affairs,  
House of Representatives.

MR. CHAIRMAN: There is inclosed herewith a copy of  
draft of a bill, this day sent to the Speaker of the House  
tatives,

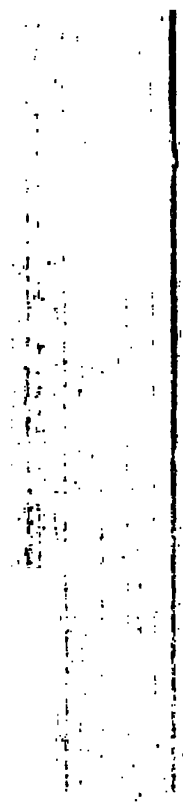
rely, yours,

JOSEPHUS DANIELS,  
Secretary of the Navy.

DEPARTMENT OF THE NAVY,  
OFFICE OF THE SECRETARY,  
Washington, March 3, 1920.

MR. SPEAKER: There is inclosed herewith a proposed  
bill "for the relief of Capt. D. H. Tribou, chaplain, United  
States Navy," which is respectfully submitted for your consideration.  
Tribou was appointed March 29, 1919, as Victory loan  
officer at the Naval Home, Philadelphia, Pa., by the governor of  
the State with the request that he take the necessary steps to  
conduct a detailed campaign with a view to obtaining as large  
a sum as possible for this loan. In the course of the prose-  
cution of this campaign for funds in connection with the home it  
was necessary for this officer to keep a considerable sum in bonds  
and cash in a safe which was located in his quarters at the home, and  
while on temporary duty in Washington with the board of  
investigation the safe was broken into and the bonds and other funds  
therein stolen.

The board of investigation convened at the United  
States Naval Home, Philadelphia, Pa., by order of the commandant,  
United States Naval District, to inquire into "the theft of Liberty bonds  
from the safe in the quarters of the chaplain, United States  
Navy, Philadelphia, Pa., on or about October 7, 1919," found  
that Tribou was in no wise criminally liable for this theft,  
and that he be permitted to make restitution in the amount



[No. 216.]

**MITCHELL, STANLEY.**

Supplemental to hearing No. 171 (p. 3217, ante).

**DEPARTMENT OF THE NAVY,  
Washington, February 28, 1920.**

**COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives.***

**MR. CHAIRMAN:** In reply to the committee's letter of 1920, inclosing bill (H. R. 11800) "For the relief of all," and requesting the views and recommendations the honor to state that under date of February 7, 1920, letter from the Committee on Naval Affairs, United referring a similar bill for the relief of Stanley Mitchell, t set forth its views and recommendations as follows:

r to the committee's letter inclosing bill (S. 3665) "For the relief of ' and requesting the views and recommendations of the department e honor to inform you that Mr. Mitchell was appointed a midship- on June 18, 1907, and served at the Naval Academy as such until , when he was transferred to the United States Naval Hospital, Las treatment. Mr. Mitchell remained at the said hospital under treat- ), 1912, when his resignation from the Naval Service was accepted, sly been given a diploma as a graduate of the Naval Academy with that he would tender his resignation upon receipt thereof.

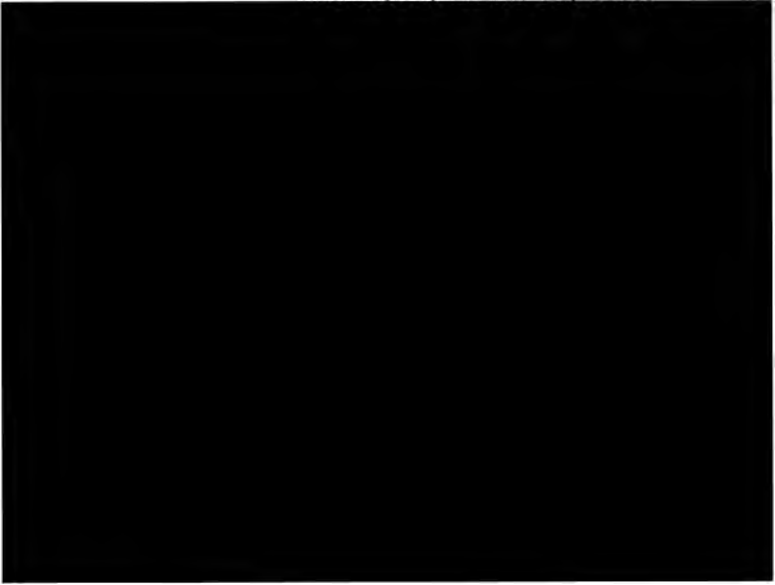
visions of law for the retirement of a midshipman who becomes unfit the Naval Service by reason of physical disability although such ve been contracted in the line of duty, yet the department feels hhold its approval from special measures of the nature of the bill n, particularly in view of the fact that Mr. Mitchell performed no te and that the object sought is to place a man upon the retired list ; not now connected with the service.

ar to the bill under consideration have been introduced in behalf l referred to the department for its views and recommendations, but s refused in each case to give its approval to measures of the nature efore, recommends that bill S. 3665 be not enacted.

y, yours,

**JOSEPHUS DANIELS,  
*Secretary of the Navy.***

**DEPARTMENT OF THE NAVY,  
OFFICE OF THE SECRETARY,  
Washington, March 12, 1920.**



TRANSCRIPT OF SERVICE OF LIEUT. STANLEY MITCHELL (INACTIVE), UNITED STATES  
NAVAL RESERVE FORCE.

- 1887, July 25. Born at Phoneton, Ohio.  
 1907, June 18. Appointed a midshipman from North Carolina.  
 1908, June 6. Joined the *Chicago*; August 28, cruise completed.  
 1909, June 5. Joined the *Olympia*; August 28, cruise completed.  
 1910, June 4. Joined the *Massachusetts*; August 30, cruise completed.  
 Nov. 3. Transferred to the Naval Hospital, Las Animas, Colo.  
 1912, May 15. Resignation accepted, to take effect May 20, 1912.  
 \* \* \* \* \*
- 1917, Apr. 5. Lieutenant (junior grade), Naval Reserve Force, class 4; citizen of North Carolina; enrolled in the provisional rank of lieutenant (junior grade), Naval Coast Defense Reserve, to serve for a period of four years from April 5, 1917.  
 Apr. 5. Accepted and executed oath of office.  
 Sept. 7. To commandant, fifth naval district, Norfolk, Va., for assignment. Reported September 8; assigned to duty on the *Gresham*.  
 Oct. 10. Transferred from class 4, United States Naval Reserve Force, to the Fleet Naval Reserve, class 1.  
 Nov. 17. Admitted United States Naval Hospital, Norfolk, Va., for treatment. Transferred Nov. 23 to United States Naval Hospital, Fort Lyon, Colo.  
 Nov. 26. Admitted United States Naval Hospital, Fort Lyon, Colo., for treatment. Discharged March 20, 1918.  
 Dec. 1. Lieutenant, Fleet Naval Reserve, class 1.  
 Dec. 20. Enrolled in the United States Naval Reserve Force for a period of four years from April 5, 1917; hereby given provisional rank of lieutenant in the Fleet Naval Reserve, class 1, from December 1, 1917.
- 1918, Jan. 4. Accepted and executed oath of office.  
 Jan. 3. Upon discharge from hospital, to Naval Recruiting Station, Denver, Colo., for duty.  
 Mar. 21. Authorized to perform repeated travel between Denver, Colo., and such places as may be necessary in connection with recruiting.
- 1919, Mar. 20. To appear before naval retiring board at naval hospital, Fort Lyon, Colo.; upon completion continue present duties.  
 Aug. 13. Found by naval retiring board incapacitated for service by reason of tuberculosis, chronic, pulmonary; and that incapacity is permanent and was incurred in the line of duty as a result of an incident of the service while a midshipman on duty at the Naval Academy in November, 1910. Attention is invited to the act of July 1, 1918 providing for the retirement of officers of the Naval Reserve Force which reads as follows: "That no member of the Naval Reserve Force shall be eligible for retirement other than for physical disability incurred in the line of duty." Under date of July 11, 1918 the Secretary of the Navy directed that since the act of Congress last aforesaid refers to physical disability in the line of duty, Naval Reserve Force members, its terms indicate that duty prior to the inception of a status in the Naval Reserve Force is not comprehended within the letter or spirit of the law; consequently, known disability acquired prior to April 5, 1917 (the date of your enrollment in the United States Naval Reserve Force) may not properly be considered by the board in arriving at its finding. The Secretary further directed that the board reconvene in your case for the purpose of reconsideration and such revision of the record of its proceedings as it may deem necessary, in accordance with the foregoing, and if necessary the board will cause you to appear again before it. Under date of August 6, 1919, the Acting Secretary of the Navy directed that since the naval retiring board in your case is not now intact, and the membership thereof scattered, it can not now reconvene for revision of its record of proceedings, and further directed that no action will be taken and that you be ordered to appear before another naval retiring board for examination, in conformity with title 15, chapter 3, Revise Statutes. Accordingly, orders will be issued directing that you appear before a naval retiring board, in accordance with the above named provisions of law.

examination for retirement before a Navy retiring board at Fort Lyon, Colo.; upon completion return to Navy recruiting station, Denver, Colo.

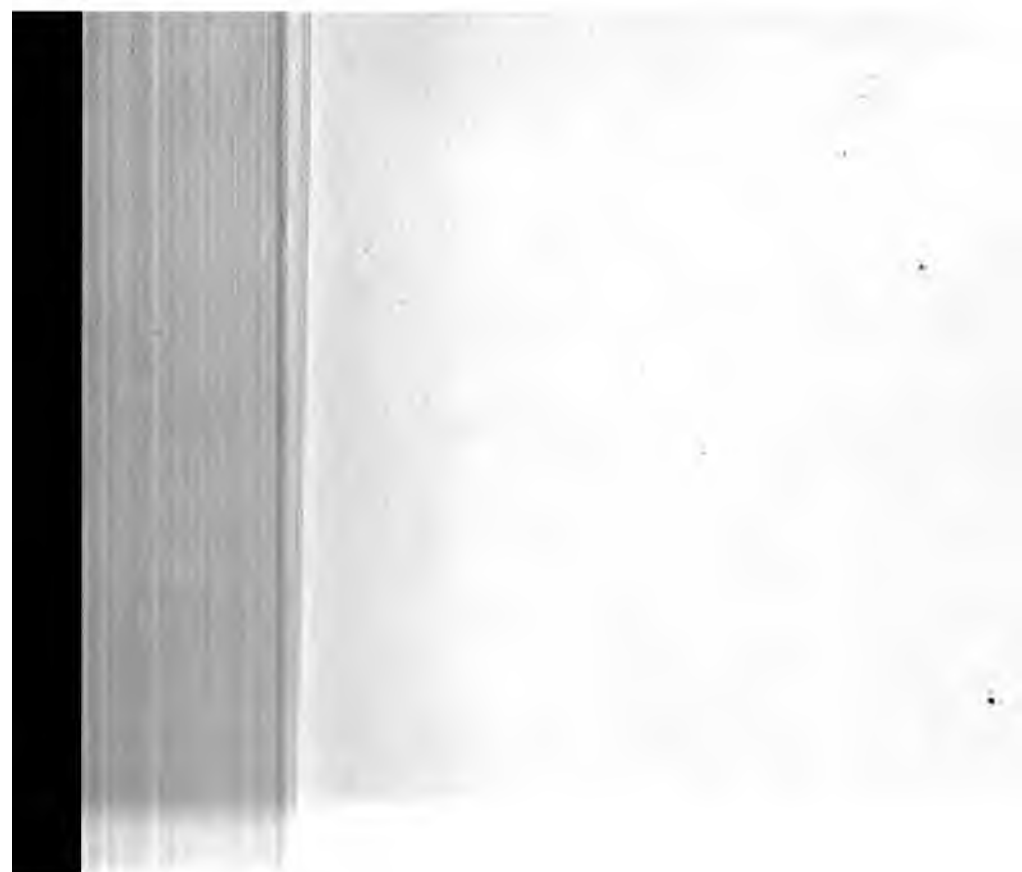
admitted treatment, naval hospital, Fort Lyon, Colo. Discharged September 15.

orders of August 26 modified; report to commandant, navy yard, Mare Island, Calif., when directed to Navy retiring board for examination for retirement; upon completion return to Navy recruiting station, Denver, Colo.

found by naval retiring board incapacitated for active service by reason of chronic pulmonary tuberculosis, and that incapacity is permanent and not the result of an incident of the service and not the result of own misconduct. December 18, the President of the United States approved proceedings and findings of the naval retiring board.

attached (Navy recruiting station, Denver, Colo.) and honorably discharged from active service.

○



[No. 217.]

GREEN, JAMES.

DEPARTMENT OF THE INTERIOR,  
BUREAU OF PENSIONS,  
*Washington, D. C., March 16, 1920.*

COMMITTEE ON NAVAL AFFAIRS,  
*House of Representatives, Washington, D. C.*

MR. BUTLER: I have the honor to acknowledge the regular communication of March 10, with inclosures, relative to bill 657, for the relief of James Green, and to advise you that I have believed by amending the bill in the manner and form as suggested you will accomplish the purpose mentioned in the communication.

In word "however," line 5, insert "That no pension shall be allowed on account of such naval service; and," so that the proviso will read as follows: "*Provided, however,* That no pension be allowed on account of said naval service; and, that no pension shall accrue prior to the passage of this act."

It should be enacted into a law the soldier would have a right to have this bureau to apply for pension under the provisions of the act of May 11, 1912, as amended by the act of June 10, 1918, of age and length of service rendered by him in Company Indiana Cavalry, during the Civil War.

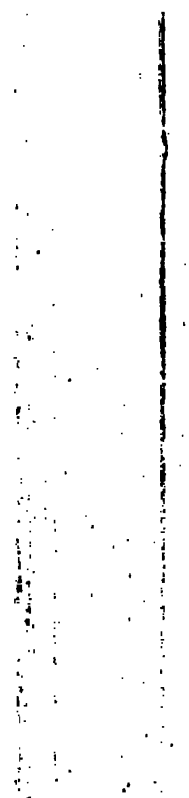
Yours are returned, and a carbon copy of this letter is in-

truly, yours,

G. M. SALTZGABER, *Commissioner.*

○





[No. 218.]

**RADIO STATION, PORTO RICO.**

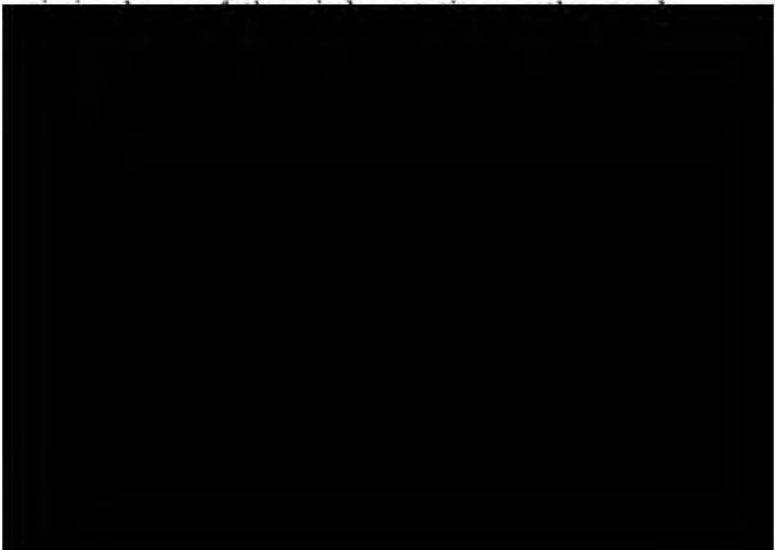
**NAVY DEPARTMENT,  
Washington, January 22, 1920.**

I herewith I have the honor to transmit a proposed enabling the Secretary of the Navy to acquire a suitable long and distant control radio station in Porto Rico. A station now established on the Naval Reservation in a very important one and for its efficient operation a distant control station must be far enough removed from the transmitting apparatus to avoid interference by the sending electric impulses with the receiving of incoming messages. There is room enough on the Naval Reservation to admit of the establishment of this necessary adjunct on Government owned

land appointed by the department to select a site for said station. The site chosen is part of a sugar plantation in the Naval Reservation and is admirably located for the purpose. It is also that the privilege be obtained of laying wires around the receiving station within a circle of long land on which this right or easement should be allowed to be selected by the board.

The land are owned by two corporations and the price offered to sell the Government the title and the easement was, though perhaps not more than the actual marketable sum, aggregating as tentatively stated somewhat \$100,000.

Virgil Baker, who prior to the outbreak of the war was on the military list and living in San Juan, has been recalled to



The tract leased to Commander Baker, as stated above, is of no practical value to the Government for any other purpose, and the site selected for the receiving and distant control radio station is greatly needed and therefore of very considerable value to the Government. The arrangement made with Commander Baker is for him to acquire the land and easements desired for the station by direct negotiations with the present owners and transfer them immediately to the Government, assuming himself certain guaranties demanded by the owners against injuries to crops, persons, and livestock resulting from the laying of underground wires and the operation of the station. This guaranty the department could not undertake, and the assumption thereof by Commander Baker was another act on his part of distinct value to the Government. The arrangement also contemplates that the tract heretofore leased to Commander Baker for five years with the power of the department under the law as it now stands to renew the lease from time to time for such further periods not exceeding five years as it might elect, if prior authorization by Congress can be obtained, be leased to him and his heirs indefinitely or permanently transferred to him.

The department feels that the interests of the Government would be most advantageously served by the carrying out of the arrangement indicated above, and as Commander Baker is proceeding with his part of the undertaking and will transfer the property in question to the Government in consideration for the department's promise to endeavor to obtain authority for the transfer to him permanently of the leased tract and to recommend that future administrations of the Navy Department extend the lease from time to time in case such permanent transfer may not be effected, a procedure that will subject him to some considerable expenses and obligate him to protect the present owners of the new site against damages, the department earnestly recommends that it be empowered, both on account of the advantages to be secured by the Government as indicated and as a recognition and reward to an efficient and zealous officer, to exchange the small tract heretofore leased to Commander Baker for the important and valuable property and rights to be secured in that way, and it is urgently requested that provision in effect as embodied in the draft herewith be enacted.

Very respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy*

The honorable the SPEAKER OF THE HOUSE OF REPRESENTATIVES



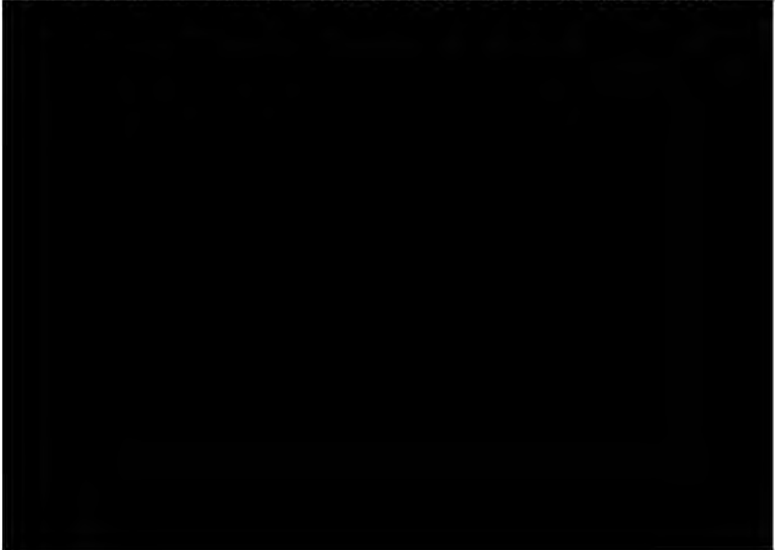
[No. 219.]

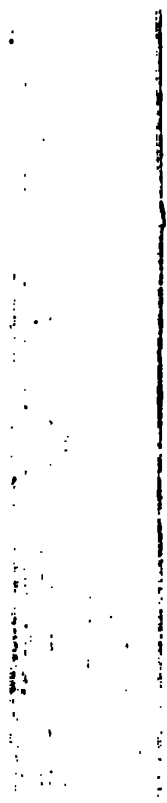
**DAILY SHIPPING BULLETIN.**

**NAVY DEPARTMENT,  
Washington, January 28, 1920.**

view of the fact that this department has been given the Joint Committee on Printing to publish the "Daily Bulletin" at no less than cost of preparation, printing, and it will be necessary to provide funds for the next fiscal year the initial expense, say, for the first month or two, and thereon will have to be made to cover the running expenses of the preparation and sale of this publication. In compliance with this the publication of the Bulletin was authorized beginning May 5, 1919, with the understanding that the receipts from the sale should cover all expenses. An estimate of the price of the Bulletin made to provide for this, was 70 cents per copy. It is recommended that the following legislation be enacted to provide the full initial amount that would be necessary during the first month or two of the next fiscal year. The uncertainty as to whether or not the Navy was to continue publishing this Bulletin, under the conditions pertaining thereto, has prevented earlier submission of this suggestion in time for insertion in the appropriation

*by the Senate and House of Representatives of the United States of America enacted, That the Secretary of the Navy be, and hereby, is authorized to cause to be prepared in the Office of Communications, Navy Department known as the Daily Shipping Bulletin, and to publish and furnish to the maritime interests of the United States and other interested parties, including and publishing the information, including the cost of printing and other necessary expenses, the money received from the sale of such Bulletin to be returned by the Secretary of the Navy into the Treasury of the United States to be used in the continued preparation and sale of the publication.*





[No. 220.]

**IX MONTHS' PAY TO DEPENDENTS.**

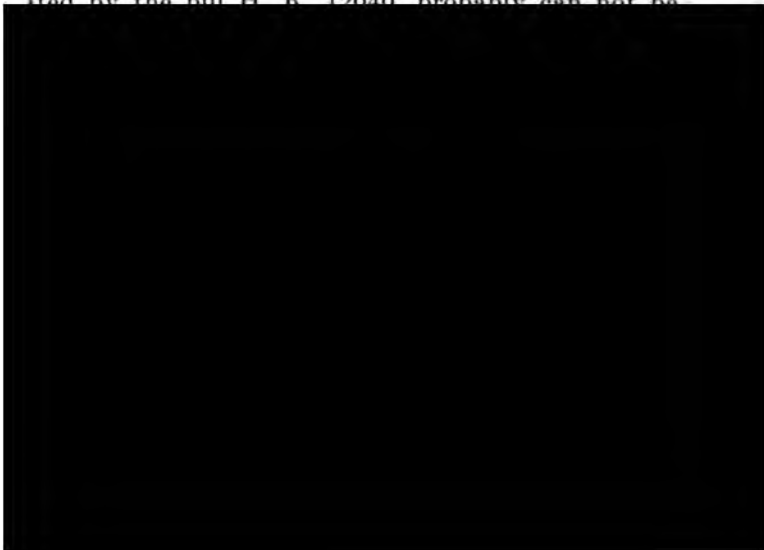
**TREASURY DEPARTMENT,**  
Washington, January 30, 1920.

3. BUTLER,  
*on Committee on Naval Affairs,*  
*House of Representatives.*

3. BUTLER: My attention has been called to the act number 17, 1919 (Public, No. 99), to provide for the pay-months' pay to the widow, children, or other designated relative of any officer or enlisted man of the Regular Army, who dies from wounds or disease not the result of his own fault. I alluded to a letter from the Secretary of the Navy, dated January 20, to the Speaker of the House of Representatives, in relation to a proposed draft of a bill, similar in its provisions for the Marine Corps to the bill that has been enacted for the Regular Army.

There is now pending before your committee a bill, prepared in accordance with the suggestion of the Secretary of the Navy.

It is that the same reasons that led Congress to enact the act for the personnel of the Army, as contained in the act number 17, 1919, and that influenced the Secretary of the Navy to commend the enactment of similar legislation for the Marine Corps, apply with equal cogency to the needs of the Coast Guard. The House of Representatives passed bill H. R. 11927, which provides in section 4 that commanding and warrant officers, petty officers, and other personnel of the Coast Guard shall receive the same pay and bonuses as are now or may hereafter be prescribed for corresponding grades or ratings and length of service in the Navy. The dependent relative of an officer or enlisted man provided for by the bill H. R. 12040, probably can not be



be entitled to receive as pay if he were alive and continued in the service (acts of Mar. 26, 1908, and Jan. 28, 1915). In lieu of restoring the provisions of law granting two years' pay to the dependent relative of a deceased officer or enlisted man of the Coast Guard, I believe that there should be extended to such dependent relative the same benefits as have been accorded by the provisions of the act of December 17, 1919, and as are contemplated by the provisions of the bill H. R. 12040.

To extend these benefits to the Coast Guard, I earnestly recommend that your committee report the bill H. R. 12040 with the following amendments:

(1) In line 6 of page 1, after the word "Corps," insert the words "or Coast Guard."

(2) In line 7 of page 1, after the word "Corps," strike out the comma and add the words "or the Secretary of the Treasury."

(3) In line 3 of page 2, after the word "Navy," place a comma and insert the words "and, for the Coast Guard, the Secretary of the Treasury."

(4) In line 7 of page 2, after the word "Navy," strike out the period and add the words "in the case of an officer or enlisted man of the Navy or Marine Corps, and from the funds appropriated for the pay of the Coast Guard in the case of an officer or enlisted man of the Coast Guard."

The bill, if thus amended, will read as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That hereafter immediately upon the official notification of the death from wounds or disease, not the result of his own misconduct, of any officer or enlisted man of the Navy or Marine Corps or Coast Guard of the United States, the Paymaster General of the Navy or the Paymaster of the Marine Corps or the Secretary of the Treasury, as the case may be, shall cause to be paid to the widow, and, if there be no widow, to the child or children, and if there be no widow or child, to any other dependent relative of such officer or enlisted man previously named by him, a amount equal to six months' pay at the rate received by such officer or enlisted man at the date of his death. The Secretary of the Navy, and, for the Coast Guard, the Secretary of the Treasury, shall establish regulations requiring each officer and enlisted man having no wife or child to designate the proper dependent relative to whom this amount shall be paid in case of his death. Said amount shall be paid from the funds appropriated for the pay of the Navy in the case of an officer or enlisted man of the Navy or Marine Corps and from the funds appropriated for the pay of the Coast Guard in the case of an officer or enlisted man of the Coast Guard.

Sincerely yours,

CARTER GLASS, *Secretary.*

[No. 221.]

**MONTEREY, CALIF.**

**Possible Site for Naval Base on the Pacific Coast.**

**NAVY DEPARTMENT,**

**Washington, June 15, 1920.**

MR. CHAIRMAN: Last year it was my pleasure as well as company with a commission of able naval officers, to study of the naval sites on the Pacific, both those in those that will be needed for the proper care of the Pacific Fleet. The Congress postponed the consideration of the matters needed on the Pacific and named a committee of Representatives to visit the coast and in person make a most and very thorough study. I am confident that when they are so they will agree with me that the paramount duty of Congress will be to make the largest provision for bases and in order to do this I am calling your attention to a place with Admiral McKean and others to Monterey. After my visit to that place I was favorably impressed with it, and directed the commanding officer of that naval district, to visit Monterey and make a thorough study of it. His study and recommendations will be furnished you, and I trust that your committee will visit Monterey personally and examine the advantages and facilities offered there.

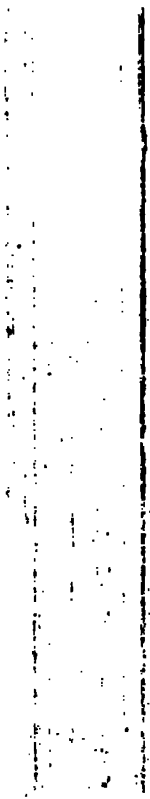
Very respectfully,  
yours,

**JOSEPHUS DANIELS.**

**AS S. BUTLER,**  
*Chairman of the Committee on Naval Affairs,*  
*House of Representatives.*

No. 221.

(3401)



[No. 222.]

**TORPEDOING OF THE "PRESIDENT LINCOLN."  
AND  
IMPRISONMENT IN GERMANY AND ESCAPE THEREFROM.**

**NAVY DEPARTMENT,  
Washington, D. C., November 13, 1919.**


Howard Victor Isaacs, United States Navy.  
of the Navy.

on imprisonment in Germany and escape therefrom.  
down on May 30, when sailing in convoy with the  
*Wigone*, and *Ryndam*, and escorted by American and  
us, the signal was given for the escort to leave us  
duty assigned. We continued in line formation,  
usually, the *Ryndam* being on our left and the other  
right.

the *U-90*, cruising at 5 knots speed, sighted us  
800 yards. As she found herself in the direct rays  
dropped back and trailed us until she had obtained

She then made a wide detour and submerging,  
in intercepting our base course and a few miles in

the morning of the 31st, I had gone off watch from  
ter-control and was just finishing breakfast, when  
ked by a double explosion. I immediately ran aft  
ation, but before I reached it another explosion  
under No. 12 lifeboat. The submarine had fired  
t us at a distance of about 800 yards, the first two  
d near the bridge and the third one abaft the engine  
100 yards directly ahead of the *Ryndam* when she  
immediately submerged to a depth of 60 meters to  
1. At 10 minutes after 9 I received a report from  
party that Nos. 5 and 6 holds were filled and the  
No. 2 deck. I reported this to the captain over



The captain of the submarine put his megaphone to his mouth and sang out "Come aboard." We pulled alongside and I went aboard; as I did so a German sailor came behind me and took my gun. I made my way to the conning tower, where the captain told me if I were the commanding officer of the *President Lincoln* told him, "No," but that I thought the captain had gone down with the ship. He informed me that he was Capt. Remy, of the *U-53*, and that he had orders to take the senior naval officer aboard whenever he sunk a Navy ship; that I should remain aboard the submarine and point out the captain to him, or it would be necessary to sink the boat instead. Accordingly we cruised slowly among all the other boats, and I sung out to different officers asking if they had seen the captain. After two or three negative answers I turned to Capt. Remy and told him that I was sure the captain had gone down with the ship; whereupon he sent me below, where I was given food and clothing and was allowed to lie down in one of the bunks. I had previously been given a glass of sherry when I stepped aboard the submarine.

Capt. Remy then turned away from the boats and the submarine cruised in a northeasterly direction at 5 knots speed on the surface for the rest of the day. When he sighted us the night before about 300 miles west of Brest on what he called his cruising ground, so the following day he was back in position again. This was.

Early in the morning we intercepted a radio from our American destroyers stating that the survivors of the *President Lincoln* had been picked up and that a few were missing. That afternoon we sighted two American destroyers—apparently the ones who had picked up the survivors. Capt. Remy told me afterwards he had seen them that by putting on speed and running away he might have been seen. Accordingly he signaled "Full speed ahead," but was not seen by the destroyers, who gave chase. He quickly turned back and about three minutes afterwards we heard depth bombs exploding all about us. Twenty-two bombs were counted in four minutes, 5 of them were very close or seemed so to me for they shook the submarine from stem to stern. The submarine was making about 10 knots speed, zig-zagging, and apparently doubling back on itself. The petty officer at the microphones sung out continuously to the captain who was in the conning tower whether the destroyers were getting closer or farther away, keeping him informed at all times of their actions. Soon the man at the phones could no longer hear the propellers but we remained submerged at a depth of 50 feet for perhaps an hour longer. Then coming to the surface we were again cruising up and down at 5 knots speed.

The following morning, June 2, another American destroyer was sighted, but so far away that the submarine was not seen. Capt. Remy then told me he felt that things were getting too close to him in that vicinity, and he intended to return to his base in the Straits of Dover, if Ostende and Zeebrugge had been seriously damaged by the British, and other similar points of interest. I found out the following:

1. That on his previous trip he had used the channel and the Straits of Dover in going and returning.

only recently the British had taken effective measures in the straits, which was simplified by the use of magnetic mines and the short hours of darkness which obtained in the straits during the summer months.

He felt that it was possible for him to get back through the straits; but it was very difficult and he did not have the chance.

He left the west coast of France and headed in a northerly direction. We continued along the west coast of Scotland day and the next, and on June 4, early in the morning we went to go hunting. They had approached a small island in the Orkneys, called North Rona, where Remy was in the habit of going on each trip, weather permitting, and shooting wild sheep which were the sole inhabitants of the island. That years before a hermit had come to live on the island and begun the raising of sheep. After his death the sheep did not thrive, and on this day I was able to count at least twenty of my position on the deck of the submarine—for after the captain decided I was not to go hunting after all. One of his officers and two men in the small bateau were stationed between the inner and outer hull of the submarine.

Within 100 yards of the beach, found a landing party. A few minutes later were seen making their way up the beach. I watched from the deck of the submarine through binoculars. They shot nine sheep, one of which fell over the top of the cliff into the water. Remy, telling me that he knew he was doing such a thing, backed the submarine to within 3 feet of the beach. One of the sailors dropped a grapnel and caught it. It had fallen over the cliff. Apparently there was no sheep here. A few hours later the sheep were aboard, and the submarine was heading in a northeasterly direction around the island.

That day we rounded the most northerly point of the Shetlands, giving him 61.10 N. I was surprised that he did not go through between the Shetlands and the Orkneys. I found out a few days later from a French naval officer,

ered at high speed up and down past a lighthouse and a fixed buoy. I took a bearing of the two objects and found the fixed buoy 139° and the lighthouse 169° as close as I could observe.

About noon time we continued on apparently into the Kattegat. I had asked Remy if he ever rested on the bottom, so that after he submerged and rested on the bottom for about three hours, he told me that the submarine which was short of fuel had finally run out and had asked Kiel for instructions. Kiel replied by sending four submarines which were apparently in that vicinity to give him oil. Remy intercepted these radio calls and went himself to the assistance of the submarine. After resting on the bottom in the afternoon he came to the surface after dark and gave them the instructions they needed.

On June 9 when I awoke we were under way and continued until about 9 a. m. We then submerged until about noon, making probably 5-knots speed. About noon we came to the surface for a few minutes only, when we again submerged and remained making about 5-knots speed until 11 p. m. About 7 o'clock we approached the surface when Remy promised us a smoke on the surface but through his periscope he must have seen something not to our liking for he immediately submerged again, and we remained submerged until after dusk. It was then about 11 p. m. I went up on the surface, made a smoke and found myself in a little bay with the lights of Sweden on one side those of Denmark on the other. I think this is the vicinity of Helsingør. We were probably four or five miles from the shore and remained in the center of this bay cruising at 6 knots speed on the surface. The sun had long since set but it was still twilight. There is practically no night there at this time of the year—at least no real darkness.

I had been on deck about five minutes when, about a quarter of a mile away, I saw another submarine come to the surface. A few minutes later still another submarine emerged, making three in all. The three submarines continued under way at low speed, moving backward and forward apparently using up time. At that time I was finally at their rendezvous and that I was not far from a neutral country, I determined to try to make a getaway.

I had my life jacket, which had never been taken from me, and I waited around on deck hoping it would get dark enough so that when I was in the water I would not be seen and picked up. However, it was 12.30 and would apparently become no darker. I decided now was the time to jump. While I was moving toward the side of the platform abaft the conning tower, a German destroyer was sighted bearing down on us from the east at high speed. She was also making the rendezvous in order to escape through the sound. Just as I was going over the side, Capt. Iversen, who was never more than two yards from me, caught me before I could jump. He ordered me below. Just before I passed the hatch in the conning tower I took one last look around and saw that the destroyer was placing herself at the head of the column. The three submarines were following and we were heading west through what appeared to be a small channel into which I had seen several small fishing boats sailing half an hour earlier. All the boats in these waters—and there were several that passed us at a distance of a few miles—were burning their running lights. I was up

of the 10th, and was allowed to go up on deck. I had passed into the Baltic and were heading in a direction. There was no sign of the destroyer nor of mines, though later in the morning I saw one near Kiel, distant from us about 2 miles. We ran past Fehmarn and on to Kiel at about 12 knots speed. Leaving Fehmarn we passed the battle cruiser *Hindenburg* and several other battle cruisers apparently of the same type, holding maneuvers; also four other armored cruisers. All the ships were busy taking out the breech blocks, cleaning the shell cases out of their tanks from the racks in the hold, stowed on deck, shining brass work, and preparing for port. I noticed that several of the tanks were tight, for upon taking the shells from the tanks a quantity of water was usually found inside. I sat out on deck and observed all the movements of the ships in the harbor. We passed three or four steamers apparently on their way to or from the Baltic ports. They must have come from Kiel. Kiel Harbor, which was protected by a net, at 3 p. m. we tied up at the landing near the entrance to the canal and went ashore for a few minutes' walk with one of the officers. I noticed that there were probably a dozen destroyers of the same type as the *U-90*; but there were also two large submarines, probably 350 feet long, each mounting a 6-inch gun painted a dark green, lying in the harbor. Remy told me that they were the new mine layers—a fact which I had previously learned from one of the petty officers to some of the men, for several German words during my time on board the ship. In the afternoon another submarine tied up alongside of us, but we did not find out its number. The captain appeared to be a friendly man, and later on Remy told me that this friend of his was a submarine and one other large transport, the name of which I did not learn. At 7 o'clock we shoved off and in company with

*König II*; the other one was probably a sister ship. They were north at high speed, escorted by four large destroyers. Every along the river and in the German Bay there were destroyers, ships, and tugs. The channel is well buoyed, so we had no pilot.

Both at Wilhelmshaven and at Kiel we passed through locks in very good state of preservation and with everything in ship order. After passing through the locks at Wilhelmshaven the captain asked me to go below, where I stayed until we had tied up alongside the mother ship *Preussen*. He apparently did not want me to be on the shipping in the harbor. However, when I went to the flagship, two days later, I passed by several of the docks at which were tied ships of all kinds. As soon as we were tied up to the mother ship I was taken aboard and put in a room with a barred port, the door locked, and an armed sentry placed outside, although we were lying in some shallow water from which it would have been impossible for me to escape to the mainland; even had I done so I would have had to pass through the "most intensely guarded city of Germany," as they call it. One of the German officers told me it was practically impossible for him in uniform to get out of Wilhelmshaven without passing through an enormous amount of red tape.

The *U-90* is a submarine built in 1916, approximately 200 feet long, carrying two 10.5 centimeter guns—one forward and one aft of the conning tower. Capt. Remy boasted that he could make 16 knots on the surface, and that he had demonstrated the superiority in speed that German submarines have over the American submarines when, sometime previously, he had had an encounter with the *Albatross*, that they had maneuvered in trying to get a shot at each other, both submerged two or three times; and that finally he was able to fire a torpedo at the American submarine after getting into position owing to his superior surface speed; that just as he was firing the *AL-4* dove and his torpedo passed a few feet over her. While we were aboard we never submerged to a depth greater than 70 feet, although Capt. Remy told me he could go to 100 meters. The day while passing through the Kattegat, when we were submerged over 10 hours, we traveled most of the time at a depth of 70 feet. He seldom made more than 8 knots speed submerged—I doubt he could make much more. He carried a crew of 42 men and 4 officers. Another officer, Capt. Lieut. Kahn, was aboard for purposes of observation, having had his request granted to command a submarine of his own. While I was at Wilhelmshaven Capt. Lieut. Kahn came to see me in prison and told me he had just received orders to proceed to Kiel and take command of one of the new submarines.

Of the crew of 42 men, two were warrant officers—one the navigator and the other the machinist. The captain's three assistants were all warrant officers, corresponding to our grade of ensign. One was a regular academy man who entered the Navy in 1913—he was a deck officer; another was a reserve ensign from the merchant fleet by the name of Wiedermann, who spoke English very well, having been in America and England in peace times on various steamers; the other was a regular who had gone to their school for engineers and was responsible for the efficiency of the machinery—he did not have deck watch. The watch on deck was stood by the navigator (warrant officer) and the two ensigns (lieutenants). The captain, Lieut. Remy, took the con when ships were sighted and in p

waters. He had entered the Navy in 1905 and had probably, having been to America in 1911 on a cruiser Charleston, S. C., and into New York, in both of which been hospitably entertained. He liked America, but did not understand why America had entered the war. He believed the Germans are taught to believe by the governmental propaganda that our entry into the war must have as its motive the desire to get the millions we loaned to France and England earlier

captured the Germans were nearing Paris. On the received radio reports every day, and it did look bad. Remy and his officers were absolutely confident that the war would be over in a few months and would end in a big victory, for, as they said:

We will overrun by our armies and there will be no place for the American sides you are coming over so slowly that the war will be ended long before a sufficient number of troops in Europe to affect the result.

They fired eight torpedoes. At the beginning of this last attack sank two other ships, both of them of about 2,500 tons. They had used one torpedo on each ship. I believe she was the ship that was left when we arrived at Wilhelmshaven. They fired their torpedoes at a range greater than 1,000 meters, and they did not approach to within 500 meters of their prey. They did not admit it, but had their torpedoes been as good as they were probably have torpedoed us, or at least one of the submarines, when he fell upon us in the darkness of early morning, for he told me that he could not have been at a distance from us than 2,000 meters.

We rolled a little in the Atlantic though we had no very strong wind. In the North Sea the choppy seas seemed hardly to be under the surface there was no sensation of being in the water inside the submarine when we were submerged on the surface for 10 hours was becoming disagreeable. However, the oxygen was carried which Remy told me he would not need by necessity. The water-tight doors between the different compartments were kept closed at all times after entering the North

officers, and little time was lost in tearing them out and despatching them. The first day I had been questioned by one of the Intelligence Department. He had typewritten sheets of questions which he put to me and filled in the answers I gave him. I tried to get him to believe that I was giving him very much valuable information but our Navy would have to be increased to a permanent strength of at least a million men in order to man the ships I claimed; for the troops we had brought over the battle line would have to be extended to hold them all.

On the fourth day I was sent to the officers' camp in the zoological gardens at Karlsruhe. Here I found about 20 Italians, 100 French, and 50 British officers. Among this number was a French naval officer by the name of Domiani and a British warrant officer. From them I got some valuable information which I put up the information I had picked up on the *U-90*. Domiani had been captured by a submarine which sunk his tank steamer west of Ireland and arrived at Wilhelmshaven about three days before I did. He proceeded after the sinking of his ship to the mouth of the Elbe where they fell in with another submarine, who, being senior, ordered him to patrol the waters to the north, probably Bristol and St. George's Channel. After two or three days of this he proceeded to the west of Ireland and fell in with another submarine to the north of Ireland. So Domiani thinks that the Germans probably have one submarine always patrolling the west end of the English channel; another just to the north guarding the southern approach to the Irish Channel, and a third one to the north of Ireland guarding the northern approach to the Irish Channel. His submarine came through between the Orkneys and the Shetlands, across the North Sea, into the Skagerrack, the Kattegat, and the sound, where it also rendezvoused with three other submarines at some place in the vicinity of Copenhagen he thinks and then were escorted by a destroyer through Danish waters into the Baltic. He came through the Kiel Canal, but on the way to Wilhelmshaven at Heligoland and put off five torpedoes. Domiani was told that the number of the submarine was *U-35*, but he found out that it was *U-35* and that the Germans were in the habit of putting a false front of their numbers, probably to pretend they had a larger number of submarines than was actually the case.

He also said that in the Kattegat the captain of the submarine told him he would have to waste a day for he had orders to let the British mine-laying submarine which they had heard was in the Kattegat.

The British warrant officer had been in command of a minesweeper armed with a small gun, on duty mine sweeping north of Heligoland. In accordance with orders he always escorted convoys but he could only make 7 or 8 knots the convoys usually left him. On his last trip he lost the convoy during the night; they were far ahead of him so he put back to port. About daylight the submarine intercepted him and commenced firing at him with his bow gun at a range of about 3 miles. He answered with a small gun, but two others of his crew were wounded and the rest killed. The submarine then surrendered. The *U-101* came through practically the same waters as the *U-90*, as far as I could find out, although this warrant officer was not so well informed as Domiani. He

that the little bay I described to him as the rendez-marine on which I was, was the same place where his joined by another, and the two then escorted through by a destroyer.

formation checked with mine and strengthened me in ion to escape at all costs. I was the only American ut the British and French treated me as one of them- m they heard I intended to escape they provided me ompass, money, and food. For two weeks I worked r escape. Two plans failed; the third (in which I was t some British and French officers) failed when a y one of the French officers to a woman in Karlsruhe nds of the commandant of the camp. The aviator urlsruhe before the war and had many friends there.

the guards he had communicated with one of these, he had assisted in our plans. When the commandant r he suspected a big camp delivery, so Berlin was ately.

g day orders came from Berlin to clear the camp of the forenoon all the British left except the aviators; owed in the afternoon by all the aviators and the

There then remained only a few Italians (who, I ever been shifted, for they were undoubtedly Ger- were so considered by all the other nationalities), ficers, two British generals, and myself.

generals real live wires, and with one of them I made t attempt. We could not try that night, and anyway e were to be left there indefinitely, and so could wait portunity. The following morning at 6 o'clock one ers woke me and told me to be ready to leave the t hour. I dressed and hid my compass and maps as he short time, and passed through my search without found.

g and leaving a camp each officer is searched thor- suspicion is aroused the officer is required to take off and each garment is separately inspected, kneaded

the mountains and was on the down grade making  
knew it had to be now or not at all. So water  
caught one guard half dozing and the other with  
the other direction, and jumping past them I do  
It was very small, probably 18 by 24 inches. On  
car there was nothing to land on so I simply f  
Just as I disappeared, the guards who had been  
all was about, jumped to their feet with a shout  
cord. The train was making about 40 miles an h  
stop about 300 yards farther on.

In the meantime I had landed on the second ra  
ties were of steel and in falling I struck my head  
stunned for a few seconds. But the injury that d  
to my knees which struck another tie and were c  
could not bend them. I struggled to my feet and  
toward the hills and forest a few hundred yards a  
time the guards were out of the train and firing  
going as long as I could, and then turned around a  
guards were only 75 yards away, so I held up my ha  
I surrendered. One of the guards had just fired.  
between my hat and shoulder, and had they con  
must surely have hit me. When I turned they we  
seconds. The first guard turned his gun and graspe  
and struck me over the head as I half lay and half  
the hill. I remember rolling downhill, gaining a  
from their boots. They kicked me until I got up, a  
they knocked me down again with their guns.  
people working in the fields who came over to loo  
knocking me down the seventh or eighth time c  
struck me across the back of the head and his gu  
the small of the stock. Villingen was about 5 m  
marched me down the road at as near double time

s awake. My body was covered with large red eruptions. German fleas are as poisonous as German propaganda. The day in the cell I was given a court-martial, or at least it was such. There were three officers, and after questioning they decided that I should be given two weeks solitary confinement in my cell. They never stopped the food and books. Officers were sent in to me, so I was not so badly off as I felt. When I came out of the cell, however, I weighed 130 lbs; I had lost 30.

I began to consider fresh plans for escape. Thanks to the fact that I had built up and got myself in good physical trim, I was not so badly off, due to treachery. There must have been some Russian officers who gave our plans to the Germans. I was much handicapped there, because all the orderlies were Russian officers themselves included every variety of officers captured in 1914 to some Bolsheviks. We could not count on our own officers included more than 25 combatants, 1000, and 5 merchant officers taken by the raider *Solf*. Among combatant or line officers there were a few live wires, but I did not sit back, eat the food that the Red Cross sent, and wait to see what might happen. I hoped to be interned in Switzerland for the war. This lethargy was very disappointing to me, as I was entirely lacking among British and French officers in contact. I did not wish the Navy any harder than I could help wishing for a few Navy officers, whom I depended upon. I was senior officer at the camp for British officers. I assured the officers in no uncertain terms what their position had been in the trenches as long as three days. They were not Regular Army officers and knew nothing of their privileges, their rights, and so forth, as prisoners. I tried, however, to make it clear to them that they were an asset to their country as long as they were prisoners of war, but once interned they became instead a burden. I then told me they had regular lecture courses covering their position as taken prisoner, as to what their duty was and in what their privileges consisted. Americans could profit by some

expected to win, and some appeared eager to see Prussia properly chastized. The people as a whole, however, are the most submissive race that I have ever seen. They go on the assumption that if the Kaiser says a thing is true, it must be true. They would never dream of questioning any orders emanating from the Government. They appeared to me like an oppressed race, ground down under the heel of their rulers for so long that finally they got a certain amount of pleasure out of this condition, and looked for nothing better. The faces of the women all looked drawn and careworn. I seldom saw a woman smile, and even the children seem to have forgotten how to play. The country is overrun with children, the size of the families being immense, but they do not play as other children do, and even the 16-year-old lads in training never scuffle and romp as American boys do. They had at an early age already acquired what we call the Hindenburg scowl.

Across the road from the prison camp was the caserne of the training battalion. The Villingen newspaper called it the Ersatz battalion. Early in September most of the boys forming the battalion (which we understood were the 1920 class) left for the front in the number of 500. They were accompanied to the station by the townsfolk with flags waving and bands playing. The caserne was immediately filled with a younger class of boys, apparently 16 years old, and their military training was begun. Our guards at the camp were made up of these boys (who, however, were never placed on important posts) and older men back from the front for recuperation. There were about 150 Russian officers in our camp and 7 Americans. The Russians were not guarded, because they were called "friends" by the Germans. Therefore the guards were kept for the Americans only. We had between 65 and 70 guards in the camp, and their regular tour of duty was two hours on and four hours off.

The Germans had finally decided to make Villingen an exclusive American camp. On October 7 all the Russian officers were to be shifted to the north of Germany. We knew that meant a thorough search for the following day. Once before we had undergone a search, but fortunately the Germans were deceived by the exemplary conduct of the men in my barracks, and passed us by. I had a complete set of tools, over 100 large screws taken from all the doors in the camp, and four long chains made out of wire, which a few days previously had inclosed the tennis court. All these things were necessary in almost any plan of escape that we might devise and I could not afford to lose them. In the other barracks they found several compasses, maps, and other contraband. On one aviator they found a map sewed inside the double seat of his trousers. This cost him six days solitary confinement. But we had suffered one disaster in this search; that was the loss of our material for ladder building which we had prepared out of bedslats after prolonged efforts.

On Sunday, October 6, the day before the Russians were to leave camp, I called a meeting in my barracks of the 12 other officers whom I knew were interested in getting away. I insisted that we go that night. Our plan was to try and go over or cut through the fence in different parts of the yard simultaneously. We divided up into four teams. I had the first team, consisting of two aviators and

town the second team, consisting of one other aviator  
 ry officers; Lieut. Willis, of the Lafayette Escadrille,  
 consisting of three other aviators; the fourth team  
 of two aviators who decided to go at the last minute.  
 e works of the camp consisted first of the barred  
 barracks which ran along parallel to the outer fences;  
 lled with barbed wire and surmounted by a 4-foot  
 ce. This was about 8 feet outside the line of bar-  
 ' feet outside the ditch was the last artificial defense—  
 ence about 8 or 10 feet high, with top wires curved  
 he vertical plane of the rest of the fence. This was  
 ne from climbing over, which would have been simple  
 aight up and down. Outside the outer fence was a  
 bout one for every 30 yards, and inside the yard there  
 s who patrolled at their discretion.

ie first team was to cut the iron grating of the window  
 and launch a bridge through the opening out to the  
 r barbed wire fence. We were to then crawl along  
 drop down outside the wire. The second team had  
 d were to cut through the outer wire. The third  
 out of the main gate with the guard off duty when  
 pursuit of the other teams. The fourth team were  
 ladder and climb over the outer fence.

barrack lights were turned out as usual. Shortly  
 signal was given and a team consisting of doctors  
 s and short circuited all the lighting circuits in the

been able to find out how the other teams fared,  
 that Willis of the third team and one of the fourth  
 f the camp. My team was more successful. The  
 e of the officers and I stole out to the tennis court  
 o my barracks the two long wooden battens used as  
 hid them under the beds. They were about 2½  
 inch thick, and were 18 feet long. I had had my  
 r a long time because they were the only things in  
 ch from the window ledge to the outer barbed wire

heaviest man third. When the bridge struck the outer fence, the nearest guards ran to the spot singing out, "Halt! Halt!" As the first man reached the end of the bridge and dropped to the ground outside, I was beside him before he could straighten up and coaching him I dashed past the guards who were then within a few feet of me preparing to fire. As we passed them they fired, and the flash of the gun on my right almost scorched my hair. Then I heard the third man jump to the ground. We continued to run directly away from the camp and the whole side opened fire. It was a starlight night but so dark they could not see to fire so although the bullets were singing all around us, we were not hit. By our thus drawing the fire, the other teams had a fine opportunity to cut their way out.

A few minutes later the guard of about 40 men sleeping in the guardhouse rushed out of the main gate in answer to the firing and Willie came out with them, was fired on, but finally kept his rendezvous with me about 2 miles away. Knowing that in a few minutes the battalion of at least 300 men together with hounds would be on our trail we headed across country and put several miles between us and the camp. We continued thus for six days and nights, walking mostly in the night time, never on roads and bridges, which are patrolled, but through the rivers, fields, and mountains, and finally on the seventh night we came to the Rhine.

We had traveled about 120 miles, although the distance as the crow flies is perhaps only 40 miles. We had a little food in our pockets, but lived mostly on the raw vegetables in the fields. When we came to the Rhine we spent about four hours trying to get past the sentries, and finally had to crawl the last half mile on our hands and knees down the bed of a mountain creek.

About 2 a. m. Sunday, October 13, we were crouching in the water at the mouth of this creek where it flows into the Rhine. The hardest fight was still before us. In whispers we discussed the move and then took off most of our clothes. As we stepped out the current caught us and swept us away. The stream at this point is 200 meters wide and has a current of 12 kilometers an hour. The water was like ice, and when I had been carried to the center of the stream I couldn't get out. After fighting for 10 minutes I made one last effort and managed to get past the worst of the center and then just as the last of my strength had gone my feet touched the rocks.

I was then in Switzerland. After a rest I crawled up the bank and in a few minutes found a house where I was taken in and put to bed. The next morning I was turned over to the gendarmes. They had also located Willis in a house about 3 miles farther down where he found himself after his swim.

The Swiss were elated when they heard we were Americans. They took us to Berne and turned us over to the American legation on October 15, where we were provided with passports. While there we were interviewed by the American commission for the exchange of prisoners of war. I borrowed money from the American Red Cross and proceeded to Paris and there awaited orders from October 18 to 21. I was ordered to London where I had asked to be sent arrived October 23, and reported to Vice Admiral Sims, to whom I gave my information in the form of a detailed report. The British Admiralty asked for me for three days, and it was November 2 before

being then ordered to report to the Bureau of Navigation, D. C., where I arrived November 11, 1918.

plans for escape, I had primarily before me the desire something in the way of checking the activities of the mines. In the first place I wanted to recommend in crossing the war zone should frequently change or the course itself. Second, that each ship have two in a power boat, which upon the approach of the in the sinking of the ship could be dropped alongside. We had an ideal opportunity to sink the *U-90* had I my capture what I know now. Unfortunately the *U-90* had not a single power boat, although we had for six months previous to this. Third, that stops at a "plane" guard at North Rona Island to attack they visited the island; and fourth, to plot the path line and identify the rendezvous which I was sure I in were I able to get back and lead one of our own or the same ground.

me that the Straits of Dover were too well guarded for get back that way, that the North Sea around Heligoland mined that there was no longer a safe entrance there, one way left was through Danish waters; either the Little Belt, or the sound. When I was sure it was the we could effectively plug that up, we would have them y confidence in the correctness of this estimate of the such that I did not hesitate to risk my life in getting information. My only regret is that it has taken me omplish my purpose.

#### SUPPLEMENT.

##### ROPOS OF THE TREATMENT OF PRISONERS.

and British have an agreement with the Germans reatment of prisoners of war. A British officer, who reatment is not in accordance with what he is entitled

and kept there until after nine days of threatening and letter writing to the Danish, Swiss, and Spanish embassies, they were released. The Germans fear nothing but reprisals. They know no law but that of force, and like all bullies they were easily bluffed when threatened like punishment to their prisoners—especially when the Allies were winning.

Up to the 1st of August their arrogance was intolerable. They destroyed my official letters, written as by the senior officer at the camp to the Red Cross and to the Spanish Ambassador; at least the letters were never received, and we had reason to believe that they were destroyed. They refused us every request. We had no claims, but they would not allow us to go out to the church in Villavieja although we gave our parole. They gave us Russian soldier orderlies, although we asked for American, British, or French orderlies, were just as easy to get, and with whom some of us at least could talk. No one, of course, could speak Russian. They gave us one latrine, which was also used by the Russian orderlies, some of whom were so ill with disease they could hardly walk. This latrine was the filthiest and most insanitary place I have ever seen. The barracks in which we lived had 20 officers in each room and they thrived in spite of all our efforts to get rid of them. We asked the commandant and finally the doctor to give us sulphur or creosote or something to act as a disinfectant, but they paid no heed to our requests. They stole some of the food and clothing out of our Red Cross parcels, and even refused to give us the wooden boxes in which the food was sent—we needed these badly as firewood to cook the little food they allowed to reach us. All these may seem mere trifles, but they were affairs of considerable magnitude to us in our straits for existence.

I have mentioned only a few of our troubles. It would be impossible to enumerate the thousand little annoyances that were practiced on us. But this will give some idea of our conditions as prisoners of war, and will partially explain why every peace treaty will be the avowed enemy of Germany and everything that she has done to the day of her death.

EDOUARD VICTOR ISAACS,  
*Lieutenant, United States Army*



# **HAZING AT UNITED STATES NAVAL ACADEMY**

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## **HEARINGS**

**BEFORE A**

### **SPECIAL SUBCOMMITTEE OF THE COMMITTEE ON NAVAL AFFAIRS**

**HOUSE OF REPRESENTATIVES**

**SIXTY-SIXTH CONGRESS**

**SECOND SESSION**

**ON**

**THE CHARGES OF HAZING AT THE UNITED STATES  
NAVAL ACADEMY**

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**OCTOBER 14, 1919**



**WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1919**

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## G AT UNITED STATES NAVAL ACADEMY.

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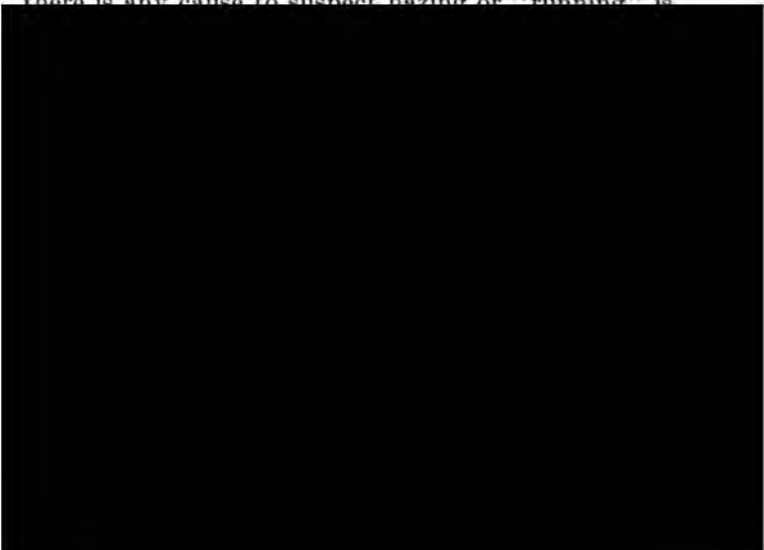
DUCTED AT UNITED STATES NAVAL ACADEMY, MD., ON OCTOBER 14, 1919, BY HON. F. C. HICKS AND LIVER, APPOINTED A SPECIAL SUBCOMMITTEE OF TTEE ON NAVAL AFFAIRS TO INVESTIGATE HAZING.

Admiral, Mr. Oliver and myself have been appointed committee of the Committee on Naval Affairs of the representatives to investigate the charges of hazing at academy that have appeared in the public press. We to have you make your statement in your own way the order in which they were brought to your attention. TENDENT. The first case which attracted the attention was that of Midshipman P. H. Seltzer, fourth class, who drank a lot of ink and stabbed himself.

When was this, Admiral?

TENDENT. On Sunday afternoon about 5.30, October in serious condition and while the doctors do not think iodine, they were worried about the stab wounds. a few days afterwards, Midshipman H. C. Wetherstine, Mount Airy, Pa., came to the doctor's sick call with red, and in the middle of it fell out and hurried to the There was evidence of iodine in his mouth and he stomach.

There have been newspaper reports of hazing at the ear. Have any specific instances of this hazing been attracted by any newspaper correspondents or by any specific complaints are alleged to have been made? TENDENT. The one case other than Midshipman there is any cause to suspect hazing or "running" is



summer not to disappoint my father and to give it a test. When the academic year opened, I got behind in studies and didn't like the atmosphere of the whole place.

3. I was not subjected to any hazing. I was "run" like the rest and no more than others of my class, such as standing at attention, doing stoop falling, answering questions, etc. It wasn't the "running," it was just that I couldn't stand the whole place. I could never get along here and that made it hard. I asked my father to let me resign and he didn't want me to. I thought I could never get along here and that made it hard and I wanted to get out. I don't blame it on any "running" or hazing or any particular thing.

4. There was no immediate reason or particular thing which caused me to drop it. Nothing unusual had happened just before it. I had just got back from drill and was discouraged and depressed. I don't know what made me do it.

HENRY CLAY WETHERSTINE.

Mr. HICKS. Do you think, Admiral, from your experience with midshipmen that this statement is absolutely correct and truthful or is the man endeavoring to conceal something?

The SUPERINTENDENT. I believe that this statement expresses conditions very correctly. I do not believe that this midshipman has concealed anything except, perhaps, the names of the people who "ran" him. Midshipman Wetherstine did not make any statement except his original that he had done it by mistake until he was sure that he would be allowed to resign when he so desired. That cleared his mind to some extent and he made the statement just read. After consultation with the medical officer of the hospital, I had him brought before me at 9 a. m. this morning in an endeavor to ascertain something definite from him. His manner and his responses to my questions led me to believe that he has stated the absolute truth. He states in addition that he does not know the names of any of the people who as he says "ran" him. He says that no particular one did it; that they did not come into his room except at intervals; that everybody expected him to do it.

Mr. HICKS. Admiral, if it were possible to ascertain the names of these men who did the "running," what would be the punishment?

The SUPERINTENDENT. I would recommend their immediate dismissal, and I believe the Secretary of the Navy would coincide. I am endeavoring to the best of my power, and so is the commandant of midshipmen, to ascertain who they are. Up to the present we have had no success whatever.

Mr. OLIVER. Has anyone supplied you with any facts that would enable you to prosecute your inquiry in a way that would lead to the detection of the guilty parties?

The SUPERINTENDENT. No; none whatever. I have been able to ascertain no fact, no name, no date, and no place in regard to any of the three complaints that appeared in the newspapers and the numerous complaints of which Members of Congress are apprised.

Mr. OLIVER. Would you welcome and receive any additional information coming from any reliable source?

The SUPERINTENDENT. Gladly. I would pursue any clue to the utmost.

Mr. HICKS. Admiral, this midshipman stated he was "run." Did he mention what form that "running" took?

The SUPERINTENDENT. He did. He has described it as follows: Standing at attention, doing stoop falling, answering questions, etc.

Mr. OLIVER. What did he mean by stoop falling?

The SUPERINTENDENT. He described it to me as a calisthenic exercise. In order that there may be no doubt as to my desire to

my case whenever I have received a letter making any  
ave immediately answered it by requesting the writer  
facts, dates, or any clue whatsoever. In the case of  
Wetherstine's father, he was reported in a Philadelphia  
ag that his son had written him letters to cause him  
he was being illtreated. I asked the Secretary of the  
id, to write Mr. Wetherstine to furnish me definite  
on which I could act.

Seltzer, the first case, as soon as he was physically  
on the 7th of October, made the following statement.  
The one that stabbed himself?

NTENDENT. Yes.

re with verbal orders, I hereby submit the statement requested  
t which I committed on the afternoon of October 5, 1919.

9 p. m. on the afternoon of October 5, 1919, I attempted to end my  
oom, aided with a jackknife, ink, and a small bottle of iodine.

e in I did not like the service very much. However, I got along  
until about one week ago when the upper classmen came back.  
retty far behind in every drill, and I just couldn't keep up with my  
an brooding over my grades in class and this led to discouragement  
I hazed a little.

ie academic year begun our rooms were changed. Although my  
pretty nice sort of a chap, whom I liked. I still was troubled,  
ondent, for the reason that I feared I would bilge and did not have  
the criticism of my people back home if I were dismissed.

P. H. SELTZER.

Did you make inquiry in regard to hazing?

NTENDENT. I have. Again I called upon him for a  
e reiterated what he mentioned on October 7.

my former statement. I was behind in everything and was worried  
and was anxious to get out because I was behind in everything.

hazing, it added a little, but if it had not been for the worry about  
hazing would not have caused me to do it. This hazing was not  
at "running." Some upper classmen came into my room and made  
ition. I always did this before they made me. They asked me  
"Where are you from?" "What is your name?" "How old are  
one that I didn't want to answer. It wasn't really hazing.  
the names of the upper classmen, but I might know some of them

## ARTICLE 506, NAVAL ACADEMY REGULATIONS, 1916.

The following is an act of Congress in relation to hazing and other violations of the Regulations of the Naval Academy:

*"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That it shall be the duty of the Superintendent of the United States Naval Academy, whenever he shall believe the continued presence of any midshipmen at the said academy to be contrary to the best interests of the service, to report in writing such fact, with a full statement of the facts upon which are based his reasons for such belief, to the Secretary of the Navy, who, if after due consideration of the said report he shall deem the superintendent's said belief reasonable and well founded, shall cause a copy of the said report to be served upon the said midshipman and require the said midshipman to show cause, in writing and within such time as the said Secretary shall deem reasonable, why he should not be dismissed from the said academy; and after due consideration of any cause so shown the said Secretary may, in his discretion, but with the written approval of the President, dismiss such midshipman from the said academy. And the truth of any issue of fact so raised, except upon the record of demerit, shall be determined by a board of inquiry convened by the Secretary of the Navy under the rules and regulations for the government of the Navy.

"Sec. 2. That so much of the acts approved June 23, 1874, and March 3, 1903, as requires the superintendent of the United States Naval Academy to convene a court-martial in all cases when it shall come to the knowledge of the said superintendent that any midshipman has been guilty of the offense commonly known as 'hazing,' and declares the finding of a court-martial so convened, when approved by the said superintendent, final, and directs that any midshipman found guilty by such court-martial shall be summarily dismissed from the said academy, and also all other acts or parts of acts inconsistent with the present act are hereby repealed, and that the offense known as 'hazing' may hereafter be proceeded against, dealt with, and punished as offenses against good order and discipline and for violation and breaches of the rules of said academy. But no midshipmen shall be dismissed for a single act of hazing except under the provisions of section 3 of this act.

"Sec. 3. That the Superintendent of the United States Naval Academy may, in his discretion and with the approval of the Secretary of the Navy, cause any midshipman in the said academy to be tried by court-martial for the offense of hazing, as provided by the act approved June 23, 1874, and such court-martial, upon conviction, may sentence such midshipman to any punishment authorized by the said act or by the act approved March 3, 1903, or authorized for any violation or breach of the rules of the said academy by the said rules, or, in cases of brutal or cruel hazing may, in addition to dismissal, sentence such midshipman to imprisonment for a period not exceeding one year: *Provided,* That such midshipman shall not be confined in a military or naval prison or elsewhere with men who have been convicted of crimes or misdemeanors; and such finding and sentence shall be subject to review by the convening authority and by the Secretary of the Navy, as in the cases of other court-martial.

"Sec. 4. That the offense of 'hazing,' as mentioned in this act, shall consist of any unauthorized assumption of authority by one midshipman over another midshipman whereby the last-mentioned midshipman shall or may suffer or be exposed to suffer any cruelty, indignity, humiliation, hardship, or oppression, or the deprivation or abridgment of any right, privilege, or advantage to which he shall be legally entitled.

"Sec. 5. That it shall be the duty of every professor, assistant professor, academic officer, or any cadet officer or cadet petty officer, or instructor, as well as every other officer stationed at the United States Naval Academy, to promptly report to the superintendent thereof any fact which comes to his attention tending to indicate any violation by a midshipman or midshipmen of any of the provisions of this act or any violation of the regulations of the said academy. Any naval officer attached to the academy who shall fail to make such report as provided in this section shall be tried by court-martial for neglect of duty and if convicted he shall be dismissed from the service. Any civilian instructor attached to the academy who shall fail to make such report as provided in this section shall be dismissed by the superintendent of the academy upon the approval of the Secretary of the Navy.

"Sec. 6. That this act shall take effect from the date of its approval, but no midshipman now connected with the United States Naval Academy shall, by reason of its enactment, be punished for any offense heretofore committed otherwise than in pursuance of the sentence of a court-martial (if, by existing law, such sentence would be now necessary for such punishment) or punished more severely than is now by law allowed for any offense heretofore committed: *Provided,* That any midshipman

Academy may waive his right to trial by court-martial under existence of hazing heretofore committed and may accept punishment as of section 2 of this act.

11 9, 1906."

TENDENT. No midshipman has been sworn in by me, out 700 who have been since I have been superintendent. I have been explicitly instructed that he could not haze and he was about to take on entering and at the beginning of the first year each midshipman is required to sign a statement and read the act of Congress against hazing.

Are there any customs or conditions that young men at the academy seem to have learned or understand they must observe when they enter the academy and which, in fact, they must observe?

If so, what are they?

TENDENT. It appears to be generally understood among fourth class men that certain observances and customs are incumbent on them after entering and that these customs are imposed upon them by upper classmen. These in general consist of carrying a straight and somewhat exaggerated military gait, standing up straight in chairs at tables, walking on certain paths and not sitting on certain prescribed seats. They understand that they must render to upper class men an outward semblance of respect.

Are not, Admiral, these customs that you mention in regard to standing up straight at table, using certain paths, etc., traditions that have come down in the academy for many years?

TENDENT. They are traditions, to my knowledge, that have come down since 1883, as far as I know, since 1845. Periodic complaints made, individual cases where midshipmen feel that the customs are too hard for them, and they make some complaints.

How do these complaints come to your notice?

TENDENT. They come to my notice only by something being brought to my attention; that is, from some specific instance of alleged hazing. These practices, strictly speaking, are hazing under the act and would be rigidly punished if discovered. They are

"running." However, as it is the law, and it is susceptible of my opinion is that every effort should be made to abolish all forms of "running."

Mr. HICKS. Admiral, you say it would be exceedingly difficult to ascertain these various forms of "running." If men are to be compelled to sit up straight at the table or use certain things could it not be ascertained by observation?

The SUPERINTENDENT. No; for this reason, that we require all midshipmen, especially from the new men for their better training, minute observance of military form and bearing, and if a man sits up straight he is only doing what the regulations require. An upper classman has not the right to do that. It is only the lower or midshipman petty officer. In order that these practices should not be abused, we have instituted an order within the last few years which prevents any midshipman but the company commander from reporting any midshipman of the fourth class for an offense against military regulations.

Mr. OLIVER. Has it heretofore been the rule of the academy that anyone in the upper classes could impose demerits on members of the fourth class?

The SUPERINTENDENT. It has not. Reports in the past have been made by officers and petty officers of the regiment and midshipmen specially detailed for duty. These reports are made up and go to the commanding officer commanding the battalion in which the midshipman may be. They are there scrutinized and the midshipman permitted to make a written statement in explanation thereof. They are posted for the information of all for a period of 24 hours. Demerits are assigned according to an authorized published schedule for each offense. The Commandant of Midshipmen assigns the demerit for each offense that appears on the conduct sheet and submits his decisions for the approval of the superintendent.

Mr. OLIVER. There is a report current that all upper classes are permitted to impose demerits on members of the fourth class. Is it that members of the fourth class have no right to file an explanation in connection with such demerits.

The SUPERINTENDENT. That is absolutely unfounded.

Mr. OLIVER. Has a rule of that kind obtained at the academy within the last two years?

The SUPERINTENDENT. It has not, nor in my recollection.

Mr. OLIVER. How many members of the upper classes are detailed for duty each day with authority to impose demerits?

The SUPERINTENDENT. No midshipman has any authority to impose demerits on anyone. The most that anyone of the upper classes is to recommend the imposition of such demerits to the Commandant of Midshipmen.

The COMMANDANT OF MIDSHIPMEN. Each midshipman on duty is authorized to make reports of infractions of regulations of the midshipmen of all classes coming under his supervision. The report then goes to the company commander of the midshipman reported for his investigation. It then goes to the battalion commanding officer concerned, who sends it to the commandant of midshipmen who assigns the demerits and forwards it for the approval of the superintendent each day.

Is there any discrimination in favor of any of the relative to the submission of statements by way of demerits.

DANT OF MIDSHIPMEN. None whatever.

Is the same right given to members of the fourth of the upper classes?

DANT OF MIDSHIPMEN. Yes, sir.

When demerits are recommended, is the officer or making such recommendation required to set forth or acts which he claims the fourth-class man com-

IDANT OF MIDSHIPMEN. An examination of the forms how that distinctly. The original report is made by on on duty, assuming it is a midshipman's report, of delinquency blank. That report of delinquency the company commander concerned and after it is es to the battalion commander still on that blank go on the conduct sheet until approved by the bat-

Just how much investigation takes place and how igh officers depend on the original report?

DANT OF MIDSHIPMEN. That depends on the character

The midshipman on duty is required to maintain on that floor. If a midshipman visits during study er room and is reported by that midshipman on duty, estion and this midshipman is placed on the delin- for "visiting." That report which is a definite act the battalion officer who with nothing to the con- without further investigation on the conduct sheet. is posted on the battalion bulletin board concerned after being read out at the breakfast formation and ipman who is on the report hears his name there and when he has the right for 24 hours to make a state- lid not visit that room.

Do you find that the midshipmen of the fourth class e at liberty to file explanations in connection with



shaft and dodge into the toilet room adjoining. That midshipman was reported by the duty officer for allowing the first-class man to smoke on that floor. He stated that he did not see him and could not report him. The duty officer passing saw him. The first-class man was reported for smoking. The investigation took this trend. The duty officer together with the battalion officer concerned went into particulars in regard to this matter and found that the third-class man must have seen the first-class man emerge from that elevator shaft, because his movement when seeing the duty officer was in the direction of the elevator evidently to give warning, and furthermore the investigation developed that this under-class man on duty on that floor does not particularly care about reporting a first-class man. That was ascertained from the fact that the first-class man said he did not want to get the third-class man into trouble. It took investigation, for this man must have been seen. It was a question of performance of duty rather than a question of not seeing him. That was done without asking any direct questions. I have on my desk many reports now which are under investigation.

Mr. OLIVER. Do you find any hesitancy on the part of members of the fourth class to call in question the accuracy of recommendations for demerits made by upper-class men against them?

The COMMANDANT OF MIDSHIPMEN. I find no hesitancy.

Mr. OLIVER. Do you find that where members of the fourth class exercise their right to call in question the accuracy of reports that it incurs for them the hostility of the upper classes?

The COMMANDANT OF MIDSHIPMEN. I have seen no examples whatever.

Mr. HICKS. How many of these cases would you have in a month on the average?

The COMMANDANT OF MIDSHIPMEN. Three or four a day are brought to my attention.

Mr. HICKS. Then, there are three or four cases a day when it is possible for the midshipman officer to get the fourth-class man into trouble.

The COMMANDANT OF MIDSHIPMEN. Not only fourth-class men are in the three or four reports. We have made it a point to investigate every case.

Mr. OLIVER. You have heretofore mentioned that certain customs and conditions to which the fourth-class men often conform might be called traditional and that fourth-class men conform to such customs and conditions of their own volition. Do you know of any persuasion either direct or indirect that is used by the upper classmen to require conformity to such customs and conditions?

The SUPERINTENDENT. I know of none, but no doubt there is no effect without some cause: There must be some way. I have never yet found any midshipman of any class who would tell me or give me any clue as to how these things were enforced. When I was a midshipman we had a good deal of hazing and a great deal of running, but very few rates and I can not judge conditions of the present except in a general way by what was in vogue 30 years ago.

Mr. HICKS. Do you consider it a very severe degradation or severe mental strain on a midshipman if by following out traditions and customs he should have to sit on a certain bench, or walk on

Following in the footsteps of Farragut, Dewey, and all  
 his?

DEPENDENT. Section 4 of the act of Congress dealing  
 includes these practices as a form of hazing. I am  
 bound to any violation, no matter how slight of that  
 act, and I consider that any midshipman who does  
 so in violation of Congress should be severely punished and that  
 a violation of that act has been caused to lose any of his  
 cause of complaint. In this connection it may be  
 Executive Order No. 1.

EXECUTIVE ORDER NO. 1—HAZING.

Article 506 of the Naval Academy Regulations, each midshipman  
 at 9 a. m. of the day following his return from leave, read same  
 of having done so by initialing his company list. The battalion  
 compliance with this order and send the initialed list to the com-  
 men.

original cases mentioned by the newspapers, one had  
 in fact. That was the case of Midshipman O. W.  
 class, of Newcastle, N. H. Mr. Marvin had a nervous  
 which began in the Naval Academy on the 25th of August.  
 under observation and treatment in the sick bay. At  
 there were no upper classmen in the Naval Academy.  
 on the summer cruise and not due back until the  
 year. On October 2 Mr. Marvin was sent to the hos-  
 pital of the development of this nervous trouble. He  
 with upper classmen only two days.

came in contact with upper classmen. What is the  
 exact word in this connection?

DEPENDENT. Simply with regard to hazing. At no time  
 attributed his condition to hazing. His father, State  
 of New Hampshire was at the house of the senior  
 on the 5th of October and told him that his son has  
 nervous attacks since a child and that his physician,  
 said he might outgrow these attacks at the Naval  
 shipman Marvin is indignant that his name has been

of the upper classes, been attempting to get information or any clue possible which could connect the cases of Midshipmen Seltzer and Wetherstine with any hazing and running whatever.

Mr. HICKS. How much help, Admiral, is it reasonable to suppose that you could get from the midshipmen themselves to run down these cases. Won't they be apt to cover it up? How can you break through their natural reserve?

The SUPERINTENDENT. I have so much confidence in the young men who are the leading spirits in their classes and who represent the class organization that I believe if they had any knowledge that they would communicate it to me.

The COMMANDANT OF MIDSHIPMEN. The leading members of the midshipmen regimental organization were appointed after a careful investigation by me from all sources including their previous records at the Naval Academy, the reports of the officers of the general service on the ships during the summer practice cruise of this past summer, and the recommendations of the officers on duty at the Naval Academy last year, and the 14 members of last year's graduating class who had been retained here in order to work day and night with the new fourth class, that I believe we have secured in that organization men who have not only the best interests of the Naval Academy at heart but are who noted men in their classes.

The class presidents previously elected, I believe to be men who are likewise so constructed and they are at present engaged in attempting to fill out any connection between the statements of the three cases under consideration and which I honestly believe they now consider there is no connection as a result of their voluntary action recently handed to me and which I forwarded to the superintendent and which has since been made public by the press.

The SUPERINTENDENT. In view of the statements made by Midshipmen Seltzer and Wetherstine, which indicated that there has been a certain amount of running of fourth classmen and that the running is clearly against the law, I set about to find a remedy. I finally chose one among several lines of procedure which might result in good, and I drew up a proposed regimental order covering it. After I had finished it I knew quite well that it had a fair chance of being effective, but I also knew it would result in many disastrous consequences—disastrous, I mean, for the Naval Academy, for the spirit of the midshipmen, and for the spirit of the regiment. In addition to that it would hamper me and the commandant of midshipmen very greatly in our efforts to continue the training of these young men for officers in the Navy—in fact, it was revolutionary. I then sent for the commandant of midshipmen and gave him this proposed order. He immediately informed me, what I already well knew, that such an order would be almost disastrous, would disrupt our organization, would destroy the spirit we now have in our drills, in our studies, and in our athletics. On my invitation to suggest a better procedure he asked me if I would see the presidents and secretaries of the various classes and the regimental and battalion commanders of midshipmen. These young gentlemen, eleven in all, representing the best of the first, second, and third classes, came into my office and in the presence of the commandant of midshipmen I told them this: That the Congress and the country were very much concerned over the supposed serious condition at the Naval Academy. They had seen the papers and knew to a great extent what was going on

men had attempted their lives, and that while I very confidence that they had nothing to do with it, they did not take the same view of it that I did; that the regiment was their affair, and therefore they had to take some action to put themselves right, and I was. Almost immediately the president of the first class said: "I can abolish all rates." That means in midshipmen's running, hazing, and discrimination of the kind we would immediately disappear. I said: "Can you agree to it?" He said he thought he could. I said: "It is as far as you are concerned, but that is not sufficient; people outside do not believe you. They believe that on a certain form of hazing under the general term of running, when you say you do not haze but have a certain form of running, I believe hazing exists under the term 'running,' and the first step to remove that impression."

volition they requested to have class meetings and a statement that would cover those points, with the idea that that statement should be given to the press, as they were interested in their reputation before the country. But that because they had any fear of detection, any that might come to them, that they were trying to do right but because they were proud of the regiment and right. We immediately suspended the drill for that day. Each of the classes met in separate places and took a statement on paper which was drawn up by members of the class that evening nearly every midshipman of the three classes signed this paper. At the present time there are only three signed. Their reasons for not signing I believe are worthy motives and not an endeavor to violate the regulations. The point remains that out of 1,400 midshipmen all but three signed. The statement is as follows:

signed, members of the regiment of midshipmen, realizing the honor as to recent incidents which have been reputed to be caused to correct these impressions and at the same time endeavoring to make such reports impossible, do hereby solemnly affirm that—  
 Other reports covering the action of two midshipmen are a mere

Mr. HICKS. Admiral, you mention that 11 have not signed. How do you explain the fact that 11 have not signed?

The SUPERINTENDENT. Capt. Cluverius, who is in direct communication with the midshipmen, will please answer that question.

The COMMANDANT OF MIDSHIPMEN. At the time of the meetings referred to by the superintendent, which resulted in the drawing up of a statement by the representatives of the three classes, and in which statement it was expressed that the midshipmen do not and will not countenance hazing in any form during the course of their education, several midshipmen said to me that as they had taken an oath on admission, were not engaged in hazing, they had not engaged in hazing—why was it necessary to go on record reiterating their oath. Some of these midshipmen afterwards signed, and I believe that among the 11 mentioned by the superintendent are a number of others who are of the same opinion and have not signed for that reason. Repeatedly during the course of the investigation the class presidents begged me to appear before the classes as their representative as to the expediency of their taking some such action, but I consistently refused to do so, as it was impressed upon me that as it had been in the superintendent's office, that the matter should be an entirely voluntary one, that we believed that we had the means of effecting the end that was in view, but that we trusted that the regiment itself would take the matter in hand and take the action that would stop all such practices. My duty was to consistently refused to address a class meeting, as we wanted no pressure in any manner to be brought to bear. When one of the second class waited on me and asked if I would explain matters that led up to the state of affairs that got in the past, I did, and what in my opinion would be done relative to investigation by Congress, or anything else so that they could go back to their class and state why it was believed to be best in their opinion. I gave them all the information at my disposal.

Mr. HICKS. You do not think any of these 11 men are not signing to cover up their tracks or protect others?

The COMMANDANT OF MIDSHIPMEN. I have no reason to believe that. The names of those men were known to the presidents of the first and third classes as only those classes were concerned, the first class signing 100 per cent. These midshipmen are now being interviewed by the presidents of their own classes with a view to having them sign to make it 100 per cent. The result is not in my possession. It is my intention to follow their action by a further interview with the men to call attention to the fact that in giving them the vote of experience why it would be best for them to follow the unit action of their classes or at least to reaffirm the fact that they are bound by their previous oath. All the 11 midshipmen have now signed the original statement or one of identical meaning.

Mr. HICKS. Admiral, in conjunction with the investigation of the pledge on the part of the different classmen, what is the present class organization that is in existence at the Academy in relation to student government?

The SUPERINTENDENT. Each class has a class organization. They elect freely as their representatives a president and sec-

Is there any form of student government at all some-  
that in certain colleges?

TENDENT. There is no form of student government  
at colleges and the object of the class organizations is  
to handle matters which are purely internal in each  
give them a point of cooperating with the military  
personified in the commandant of midshipmen.

You do not look to these class officers to assist in the  
the regulations?

TENDENT. Except that we expect them and find that  
expectations to take a proper and correct view on  
y that are decided upon by the superintendent and the  
ad to influence their fellow classmen to a correct and

Do you call upon them very often to exercise their good  
ir classmen.

TENDENT. Repeatedly.

Are they permitted to make suggestions for your

TENDENT. They are, sir.

Along what lines?

TENDENT. Along broad lines, including modifications  
nd standing orders to improve conditions.

Do you find that this form of conference, which you  
e helpful in governing the student body and does the  
el that through their class representatives they can  
to submit matters for consideration by the command-  
tendent?

DANT OF MIDSHIPMEN. Yes; I have had numerous ex-  
ist 10 days.

Admiral, what were the suggestions lately made to you  
le, the commandant having just mentioned he had  
the last 10 days.

DANT OF MIDSHIPMEN. One I recall referred to the  
fying the methods of serving punishment periods, in  
uggested to the commandant, after permission had  
the commandant to discuss the matter, that there

finement be cut down so that it would be one-half hour instead of one hour, which was done. That is an example which is very important. As the prescribed unit of the organization is a battalion and there are four battalions in the regiment the greatest care was given by me to the selection of battalion commanders who are called four-strippers midshipmen officers. With a view of making the battalion commanders not only the military leaders of this unit but as far as could be determined men suited for personal leadership. In addition, the company commanders were given the same consideration for appointment with that end in view and it is well known that the battalion commanders and the company commanders want free access and expressions of opinion from the fourth-class men under them. In addition to this the duty officers of Bancroft Hall, who are also the battalion officers—commissioned officers from each unit do, at all times, make it perfectly plain to the fourth-class men that they have the same access to the battalion officers as have any of the other upper-class men.

Mr. OLIVER. Are there any restrictions whatever that would forbid fourth-class men to refer complaints they might have to the commandant or superintendent?

The COMMANDANT OF MIDSHIPMEN. None whatever.

Mr. OLIVER. Are they encouraged to feel and understand, if they have complaints that the commandant and superintendent will give careful consideration to the same when made.

The COMMANDANT OF MIDSHIPMEN. I came here in the latter part of June when the present fourth class was being formed. The class was told as a whole and every fourth-class man who came under my personal notice was told and every officer connected with the fourth class was told, and every midshipman's parent was told. I spread the word that we were there to give them absolutely every bit of information that was needed and to bring their complaints to us so that they would not go wrong.

Mr. HICKS. In that conjunction, from your experience, would there be any loss of standing on the fourth-class man's part if he should come to the commandant with a complaint?

The COMMANDANT OF MIDSHIPMEN. I do not see any reason for it.

Mr. OLIVER. After the opening of the academy do you usually find some homesickness among the boys?

The SUPERINTENDENT. Yes; it is very marked. There is a condition noticed—what the doctors call a mild hysteria. I account for it as follows: Fourth-class men have been through a period of preparation to pass their entrance examinations. They are thrown immediately after that into a new environment away from home and they are subjected to a strict discipline and pursue drills, athletics, and studies. This continues until the term opens on the 1st of October, when the drills and exercises, athletics and studies become very strenuous. All of this makes an unusual strain upon the nerve force of any young man, and experience has shown that it takes him a few weeks to settle down.

Mr. OLIVER. During that period is it unusual for them to write letters to their parents for permission to resign?

The SUPERINTENDENT. That is, I think, almost the universal experience, and it has increased this year from several causes, some of which I have been able to ascertain and others have been hinted

closed and the spirit and inspiration which called the Naval Academy during the war is now not so much in the young man who does not feel that he wishes to follow. He sees no reason why he should remain during peace and many resignations for this reason.

How many resignations?

RENDENT. Since the 1st of June, 1 first-class man, 29 third-class men, 14 fourth-class men; note the 14 is from the third class, which entered just after the war.

We expected that. The number which resigned is very large, somewhere between two and three hundred. It is tabulated by months. The largest number from this class of 990 people which is now the present class most affected by the end of the war.

Do you feel that some of the midshipmen may have resigned, most unfortunately of course, in order to

RENDENT. Whenever a midshipman of draft age unconsciously makes note of the fact that he is of

Do you find that some are inspired by the promise of opportunities on the outside?

RENDENT. Many do, I think, and that is one of the things to mention as causing a number of resignations. The chances of business are supposed by the midshipmen to be better than they ever were. In addition to that they believe from reports in the papers that the cost of living is high and that a naval officer's career offers hardly any prospect for his family. They have expressed in my hearing that it is hardly worth while to undergo four years of training for a career which has not a desirable position in addition, for some reason that I have not been able to ascertain, are wild rumors as to the intention of Congress and the Government to enforce upon them a period of service far longer than they had expected when they arrived in the Academy. I have asked in all seriousness whether Congress intended

Mr. OLIVER. Do you find that the young men at the Academy the newspapers generally and that they are well informed on matters of public interest?

The SUPERINTENDENT. I have not the slightest doubt of it as to the contact that I have with the midshipmen, which is not all. I would like to have considering the number here but still extensive, I know that they keep up with the times very keenly.

Mr. OLIVER. The newspapers have reported that a large number of naval officers have tendered their resignations on account of business opportunities. Has that had a bad effect on the midshipmen?

The SUPERINTENDENT. Unquestionably so.

Mr. HICKS. This might have had a great effect upon these young men and influenced them to send in their resignations.

The SUPERINTENDENT. I would like to add that unusual care has been exercised in the development of the institution since the new class came in the 1st of June. I am confident that it is on a high plane, and I get assurances from those best qualified to judge that it shows an improvement since the close of the war, which was expected and desired.

Mr. HICKS. Does the present pay of \$780 a year, in your judgment, make it possible for a man to go through the institution without incurring any debt?

The SUPERINTENDENT. I have not had a chance to test the adequacy of the present pay because it has not been long in effect. Coincident with the increase in pay on July 7th occurred an increase in the cost of living and contracts made in previous years that expired July 1 if they had to be renewed resulted in a greater increase.

Mr. HICKS. How much does the average midshipman have to pay for his mess?

The SUPERINTENDENT. \$40 for all classes, which does not include laundry and incidental expenses.

Mr. HICKS. Can you tabulate for us the expense a midshipman would be put to for laundry, food, books, etc., regarded as a midshipman's normal necessary expense?

The SUPERINTENDENT. I will submit it in this hearing.

Mr. OLIVER. The average amount is \$40?

The SUPERINTENDENT. I am speaking generally.

Mr. OLIVER. Is that not high?

The SUPERINTENDENT. Very high.

Mr. OLIVER. Do you serve limited quantities or in quantities sufficient to satisfy?

The SUPERINTENDENT. Any amount wanted. A man can go back for any amount he sees fit. That is one reason the expense is so high. I can give you in the hearing an itemized statement showing all the various items of the midshipmen's mess and incidental expenses. It can best be given you in the form of a table showing the cost.

There is appended herewith report of commissary officer, dated August 21, 1919, and five attached tables, which answer this question.

UNITED STATES NAVAL ACADEMY,  
COMMISSARY DEPARTMENT,  
Annapolis, Md., August 21, 1919.

officer.

of Midshipmen.

ce of midshipmen, comparison of issues, and cost between the  
ed July, 1919.

ewith for your information are lists of figures which show the  
veral items that make up the daily rations, and the cost per item,  
ration as a whole. Those figures have been arrived at after much  
ad are believed to be as near correct as it is possible to get them.  
he total amounts of each item issued, the cost of each item, amount  
midshipman, and the cost of each ration for the month of May.  
y corresponds to Table 1 for May.

ber of midshipmen rations for May was 56,995 at a charge against  
t \$1.12 per ration, \$63,834.40. The number of other rations was  
ration, \$7,211.25. Deducting the charges for laundry, equipment  
it was found that approximately 88 per cent of the cost of food was  
hipmen. Assuming that 88 per cent of the food was consumed by  
ad the servants whose rations are paid for by the midshipmen.

ber of midshipmen rations for July was 16,909 at a charge of \$1.63  
.59. Total amount of other rations equals \$6,906.92. Applying  
eoning as for May it is assumed that 75 per cent of the food issued  
the midshipmen and the servants whose rations are paid for by  
Table No. 4 results.

a comparison of Tables No. 2 and 4 and shows the increase and  
antities issued per ration and the cost of the ration between the  
July.

p the issues for the month of July it was found that the following  
nd charged against the mess as equipment:

at \$1.75.....	\$1,363.25
ll, at \$0.3124.....	263.77
for mess attendants' aprons.....	355.80

l of.....	1,984.82
-----------	----------

lecloths and aprons for future issue. This was an unjust charge  
y and resulted in an overcharge of 12 cents per ration. Correction  
made and credit given for the month of August.

le No. 5 shows a large increase in the issues and cost of ration of  
milk for July over May. These two items account in a large meas-  
cost of the food ration. The latter item is easily explained. During  
milk was limited; during July less than one-third of the number

legislation where necessary. Officers and men in the service pay for their food only; the Government provides the equipment. In simple justice, this should obtain here where midshipmen's salaries are already legally overloaded to the limit.

3. Tables similar to No. 4 should be made monthly.

W. T. CUVENOR

*Commissary Department.*

TABLE No. 1.

Items.	Quantity.	Cost.	Ration.	
Flour.....	30,210 pound.....	\$2,356.87	0.635 pounds.....	
Vegetables:				
Fresh.....	60,986 pounds.....	2,460.35	1.070 pounds.....	
Canned.....	22,674 pounds.....	2,552.93	0.397 pound.....	
Fruit.....	64,717 pounds.....	2,970.14	1.136 pounds.....	
Meats:				
Fresh.....	57,690 pounds.....	17,441.44	1.012 pounds.....	
Other than fresh.....	7,548 pounds.....	2,637.18	0.194 pound.....	
Poultry.....	14,462 pounds.....	5,107.93	0.253 pound.....	
Eggs.....	7,587 dozen.....	3,450.89	1.600 pounds.....	
Butter.....	11,731 pound ls.....	6,148.98	0.206 pound.....	
Lard.....	3,971 pounds.....	1,070.77	0.999 pound.....	
Milk and cream.....	14,140 gallons.....	10,563.08	0.990 quart.....	
Condiments.....		2,729.19		
Beverages.....	3,593 pounds.....	747.67	0.653 pound.....	
Cheese.....	2,174 pounds.....	455.67	0.038 pound.....	
Sugar.....	23,551 pound ls.....	2,149.76	0.413 pound.....	
Salt and pepper.....	12,470 pounds.....	185.36	0.236 pound.....	
Cereals and rice.....	9,344 pounds.....	1,355.38	0.164 pound.....	
Baking powder and extracts.....		852.59		
Miscellaneous.....		554.91		
Total.....		65,379.12		
Laundry.....		4,073.28		
Equipment and auto supplies.....		2,174.18		
Total.....		71,626.58		

TABLE No. 2.

Item.	Ration.	
Flour.....	0.5588 pound.....	
Vegetables, fresh.....	0.9416 pound.....	
Vegetables, canned.....	0.3494 pound.....	
Fruit.....	0.9997 pound.....	
Meats, fresh.....	0.8906 pound.....	
Meats, other than fresh.....	0.1179 pound.....	
Poultry.....	0.2216 pound.....	
Eggs.....	1.4080.....	
Butter.....	0.1813 pound.....	
Lard.....	0.9607 pound.....	
Milk and cream.....	0.8712 pound.....	
Condiments.....		
Beverages.....	0.0554 pound.....	
Cheese.....	0.0334 pound.....	
Sugar.....	0.3634 pound.....	
Salt and pepper.....	0.2077 pound.....	
Cereals and rice.....	0.1443 pound.....	
Baking powder and extracts.....		
Miscellaneous.....		
Cost of food.....		
Laundry.....		
Equipment and auto supplies.....		
Total.....		

Commissary Department—Continued.

TABLE NO. 3.

lb.	Quantity.	Cost.	Ration.	Cost.
	16,883 pounds.....	\$1,128.96	0.9966 pound.....	\$0.0668
	42,760 pounds.....	1,920.66	2.5288 pounds.....	.1136
	7,831 pounds.....	770.30	0.4631 pound.....	.0467
	21,331 pounds.....	1,279.39	1.2615 pounds.....	.0767
	21,294 pounds.....	5,334.10	1.2593 pounds.....	.3156
	5,462 pounds.....	1,678.08	0.3230 pound.....	.0991
	2,136 pounds.....	796.83	0.1263 pound.....	.0471
	30,862 dozen.....	1,181.25	1.8246 dozen.....	.0699
	4,182 pounds.....	2,330.59	0.2477 pound.....	.1378
	4,934 pounds.....	1,443.75	0.2918 pound.....	.0654
	40,464 quarts.....	6,488.24	2.3930 quarts.....	.3637
		255.23		.0161
	770 pounds.....	175.20	0.0455 quart.....	.0103
	474 pounds.....	99.04	0.0280 pound.....	.0053
	10,347 pounds.....	961.16	0.6119 pound.....	.0668
	6,163 pounds.....	117.80	0.3645 pound.....	.0070
	1,852 pounds.....	304.18	0.1097 pound.....	.0179
tracts.....		128.88		.0076
		549.30		.0826
		26,940.94		1.5628
		2,642.13		.1563
supplies.....		4,672.54		.2704
		34,165.61		2.0195

TABLE NO. 4.

Item.	Ration.	Cost of ration.
	0.7475 pound.....	\$0.0501
	1.8066 pound.....	.0852
	0.3473 pound.....	.0343
	0.9461 pound.....	.0568
	0.9445 pound.....	.2366
	0.2423 pound.....	.0743
	0.0947 pound.....	.0353
	1.3684.....	.0524
	0.1858 pound.....	.1034
	0.2189 pound.....	.0641
	1.7948 quarts.....	.2878
		.0113

## Commissary Department—Continued.

TABLE NO. 5.

Items.	May.	July.	Per cent increase.	Per cent decrease.	May.	July.	Per cent increase.
Flour.....pounds..	0.5588	0.7475	28		\$0.0369	\$0.0501	36
Vegetables:							
Fresh.....do.....	.9416	1.8966	101		.0380	.0852	124
Canned.....do.....	.3494	.3473			.0394	.0343	
Fruit.....do.....	.9607	.9461		6	.0458	.0568	24
Meats:							
Fresh.....do.....	.8906	.9445	6		.2603	.2256	
Other.....do.....	.1179	.2123	105		.0406	.0743	83
Poultry.....do.....	.2226	.0947		57	.0789	.0353	
Eggs.....number..	1.4080	1.3684		3	.0532	.0524	
Butter.....pounds..	.1813	.1858			.0949	.1054	9
Milk and cream.....quarts..	.8712	1.7948	106		.1631	.2678	76
Condiments.....do.....					.0422	.0113	
Beverages.....pounds..	.0654	.0341		38	.0115	.0677	
Cheese.....do.....	.0334	.0210		37	.0070	.0040	
Sugar.....do.....	.3634	.4589	26		.0332	.0426	28
Salt and pepper.....do.....	.2077	.2734	32		.0029	.0053	83
Cereals and rice.....do.....	.1443	.0823		43	.0214	.0134	
Baking powder and extract.....do.....					.0059	.0057	
Miscellaneous.....do.....					.0085	.0244	187

Mr. HICKS. Does that include the cost of the dairy farm that are operating? Is that pro rated in any way?

The SUPERINTENDENT. Only in this way that the mess purchase milk from the dairy farm at a price which represents the cost production and distribution.

Mr. HICKS. Is that a fair price compared to outside?

The SUPERINTENDENT. It is somewhat lower than pure milk can be obtained for anywhere else. It is the purest milk I know anything about, and in addition if you did not have the dairy farm you could not get the milk. There is not enough milk in the county. Especially during the war was it true.

Mr. HICKS. In regard to this food supply—do you utilize the Bureau of Supplies of the Navy?

The SUPERINTENDENT. The commissary officer assures me that he buys from the Bureau of Supplies and Accounts whenever it is practicable to do so and whenever the price of the Navy article as furnished by Supplies and Accounts is less than he can buy in the open market. With the large purchases he makes he can generally make an advantageous contract. In most cases he claims better. The question of delivery comes in for delivery is far more certain and generally more expeditious than that of deliveries made by the bureau. To get a requisition for provisions through requires a little time and you may not have the time at your disposal. I have been informed by the commissary that it is his object to utilize the facilities of the Bureau of Supplies and Accounts whenever possible.

UNITED STATES NAVAL ACADEMY,  
Annapolis, Md., August 29, 1919.

Prices of food as purchased by Government and midshipmen's mess.

	Government price.	Mess price.	Article.	Government price.	Mess price.
pound..	\$0.47	\$0.37	Mustard.....pound..	\$0.28	\$0.28
.do....	.34	.358	Prunes.....do....	.09	.108
.do....	.10	.0975	Peaches.....do....	.15	.10
.do....	.11	.08875	Pepper.....do....	.408	.23
.do....	.045	.0375	Rice.....do....	.09	.0685
.do....	.04	.039	Raisins.....do....	.15	.075
.do....	.26	.26	Salmon.....do....	.19	.125
.do....	.235	.18	Spices.....do....	.345	.319
.do....	.10	.12	Fat.....do....	.01	.0125
.do....	.04	.036	Flour.....do....	.055	.055
.do....	.1999	.07	Tomatoes.....do....	.08	.09
.do....	.27	.29	Peas.....do....	.09	.12
.do....	.105	.104			

Every officer has been very far-sighted in the matter of securing a good supply when the market was lower and has shoes for some time. He has on hand enough shoes for the equipment of midshipmen at least a year and they are on hand for midshipmen at a price of \$6 for a shoe which he tells me to pay the dealer \$11.50 now.

In making sales to the midshipmen is there a charge to cover expenses?

RESPONDENT. The store charges a profit of 7 per cent.

What does the 7 per cent cover?

RESPONDENT. It is intended to cover deterioration and depreciation, to gradually put the store on a firm financial basis.

Are any salaries paid?

RESPONDENT. The salaries are paid by the profits of the store.

What book is used here that all midshipmen must read?

RESPONDENT. The Bluejacket's Manual.

are turned into the Treasury of the United States. By such sales (cash) the boys did not get full value of the appropriation. Naturally, objection was made to selling the midshipmen's store. (From letter of midshipmen's storekeeper to Superintendent of Naval Academy, dated Oct. 16, 1919.)

*Present monthly salaries of the employees of the midshipmen's store.*

	Salary month
C. Ellinghausen, chief clerk.....	\$175.
G. A. Moss, clerk.....	125.
J. L. Walton, clerk.....	125.
P. Wier, clerk.....	110.
E. C. White, clerk.....	110.
H. J. Boettcher, clerk.....	110.
C. F. Strange, clerk.....	110.
D. R. Vansant, clerk.....	110.
J. V. Abbott, clerk.....	100.
R. E. Meinhold, clerk.....	100.
C. R. Arth, stenographer and typist.....	110.
A. Z. Holley, stenographer and bookkeeper.....	110.
F. B. Richardson, stenographer and bookkeeper.....	100.
L. B. Steele, assistant bookkeeper.....	82.
W. R. Taylor, watchman and messenger.....	55.
J. McGowan, laborer and messenger.....	50.
Jos. Brown, laborer and messenger.....	50.
Wm. L. Stewart, watchman and messenger.....	25.
Total.....	1,767.

The total amount of business done by the midshipmen's store for 14 months ending August 31, 1918, is as follows:

Merchandise sales.....	\$856, 024.
Clothing sales (Jacob Reed's).....	144, 120.
Tailor shop (services rendered).....	22, 269.
Shoe shop (services rendered).....	4, 622.
Total.....	827, 035.

The total amount of business done by the midshipmen's store for 11 months ending July 31, 1919:

Merchandise sales.....	\$496, 329.
Clothing sales (Jacob Reed's).....	178, 498.
Tailor shop (services rendered).....	32, 392.
Shoe shop (services rendered).....	6, 395.
Total.....	713, 614.

Mr. OLIVER. These matters that I inquire about are really reports and I am not prepared to say they are founded on substantial facts but simply desire to call attention so that they may have consideration. It is also reported that if a young man has books such as you use, and shoes, he will still be required to purchase books and shoes from the Navy stores.

The SUPERINTENDENT. As to books, we make it an inviolable rule extending even to publications by the Government that no midshipman shall use a second-hand book. We find that necessary for many reasons, an important one of which is that our regulations against unauthorized assistance—gouging, as we call it—are very strenuous and a midshipman's whole career and character may be jeopardized by discovering him with a book which has notations in it. We not allow him to make notations which are not authorized.

As to shoes, we require every article of clothing to be regulated. If a midshipman has shoes that are not regulation we do not allow

for he is reported and punished for being out of

they have nonregulation clothing, the only way to trouble is to furnish the clothing through the mis-  
I understand.

ve you endeavored to ascertain whether these  
ay of shoes and books that the midshipman is  
se at the Navy store cost him more at the academy  
e supplies can be purchased on the outside?

IDENT. I have every reason to believe and I have  
at the midshipman gets the lower prices. I have  
inquiry into either of those subjects except in the  
th midshipmen's store.

much does it cost a midshipman in each class for

IDENT. It depends on his class. Many of the  
midshipmen are special publications which have  
for them only and have no sale anywhere else.  
e are impossible to compare with outside institu-  
Institute publishes a monthly journal proceedings  
most officers of the Navy and also makes a specialty  
ssional books and many you can not get anywhere  
make the best contract to publish these professional

*of text books used by midshipmen for one year.*

	Cost.	Selling price.
struction.....	\$3.05	\$3.25
m Engineering.....	2.50	2.68
nship.....	1.63	1.75
.....	3.15	3.35
.....	1.20	1.30
st Aid and Naval Hygiene.....	.70	.75
actices of Electrical Engineering.....	2.50	2.68
nance.....	3.75	4.00
.....	1.80	1.93
rdnance or Exterior Ballistics.....	3.15	3.37
ice.....	2.00	2.15

*List of text books used by midshipmen for one year—Continued.*

	Cost.	Selling price
Third class—Continued.		
Gil's Naval Power in the War.....	\$1.12	\$1.12
Spanish Nautical Phrase Book and Reader.....	1.20	1.20
French Nautical Phrase Book and Reader.....	1.20	1.20
Analytic Mechanics by Miller and Lilly.....	1.87	1.87
A'ger's Hydraulics.....	1.35	1.35
Smith's Strength of Materials.....	.95	.95
Total.....		25
Fourth class:		
The Tempest.....	6.27	6.27
Wilken's Elementary Spanish Prose.....	1.03	1.03
Espinosa and Allen's Elementary Spanish Grammar.....	.92	.92
Deck and Boat Book.....	.37	.37
Hamlet.....	.27	.27
Composition for Naval Officers.....	1.10	1.10
Blue Jacket's Manual.....	.60	.60
Seamanship Department Notes.....	.52	.52
Osgood's Le Franc Hericque.....	.83	.83
The Story of Our Navy.....	.95	.95
Southey's Life of Nelson.....	.32	.32
Dana's Two Years Before the Mast.....	.42	.42
Webster's Collegiate Dictionary.....	3.50	3.50
Handy Book for the Enlisted Men of the English Department.....	.40	.40
Engineering Descriptive Geometry.....	4.50	4.50
Baker's Elements of Solid Geometry.....	.77	.77
College Algebra by Rietz and Crathorne.....	1.34	1.34
Brown's Trigonometry.....	1.08	1.08
Bowditch Navigator.....	1.67	1.67
The Engineer's Manual by Hudson.....	1.50	1.50
Broussard's Elements of French Pronunciation.....	.60	.60
Fraser's and Square's French Grammar.....	1.12	1.12
Mera's Le Second Livre.....	.51	.51
World War Issues and Ideals.....	1.12	1.12
New Analytic Geometry by Smith and Gale.....	1.44	1.44
Total.....		30

Mr. OLIVER. Do you ask for competitive bidding?

The SUPERINTENDENT. Generally, they are furnished by the authors and that a matter of private arrangement, and the only control we have is this—that before any book is adopted for use it is submitted to the academic board with the name, the publisher and price and then is voted on by the Board and it is also considered whether the price is a fair one. Then it is submitted to the Navy Department and if approved, goes through.

Mr. OLIVER. In the sale of that book to the midshipmen you charge 7 per cent profit?

The SUPERINTENDENT. We charge 7 per cent profit on the cost of the book to the store but when we pass on it we pass on the cost to the midshipmen. A head of department states he should like to adopt such and such a textbook—the price including the 7 per cent.

Mr. OLIVER. Who fixes the number of employees in the store and their salaries?

The SUPERINTENDENT. They are fixed by the superintendent on recommendation by the commissary officer. There has been no change so far as I know—has been going along like now ever since.

Mr. OLIVER. Inventories made?

The SUPERINTENDENT. Carefully.

Mr. OLIVER. The pay of the employees are not dependent at all upon their sales?

Mr. HICKS. There is no tendency, as far as you can see, for the commissary officer to make a showing for his department in sales or profits?

The SUPERINTENDENT. Not the slightest, except that he should have and he asked Congress for a working fund or loan of \$50,000. There would be no reason in the world for making sales, except to make a working capital. He can not make pecuniary gain.

Mr. HICKS. If a man uses a boat out here and breaks an oar, is that expense charged the man? The gasoline used, is that charged?

The SUPERINTENDENT. No. They must maintain only the trucks which carry their provisions.

Where do they buy their clothing?

TENDENT. Given out by contract. Last contract now Reed, Philadelphia, Pa. Contract expires in May. Supplies and Accounts is extending its clothing factory for officers, and I expect they will make next year the midshipmen.

Is there anything you can suggest in the way of provisions here that may be beneficial? Men are charged, etc., whereas on shipboard that is part of the equipment. Why was this discrimination against the mid-

TENDENT. A number of years ago no equipment was on ships nor the Naval Academy, and perhaps 20 years ago was furnished ships, the change being made to outfit etc., and has never been extended to the midshipmen. It has not seen fit to take this action. No discrimination.

Do you think this charge should be abolished?

TENDENT. I should suggest that Congress include in appropriation bill \$55,000 for maintenance—broken crockery—that they also appropriate enough to furnish and replenish the present stock of china, plated ware, and in other words, that they maintain this equipment the old ship.

A midshipman buys his own mattress, towels, and when he leaves, he takes them with him. Is that correct?

TENDENT. Yes; the midshipman buys his mattress, towels, etc., and can not take his mattress with him. It is furnished on board ship and the present mattress is a loan and finally to the Government.

Could he sell it to any entering midshipman?

TENDENT. He could, or could give it. This year we had to outfit part of the rooms. Some have come from

Others the commandant of midshipmen has accumulated. In a man's outfit at the academy he is allowed to bring in certain things,

The COMMANDANT OF MIDSHIPMEN. Do you wish to mention an item which is not food—the question of laundry, barbers, etc.?

The SUPERINTENDENT. I should suggest as extremely desirable maintain a midshipman and not increase his pay; that all employees of the store should be Government employees, paid by the Government.

Mr. HICKS. What is the pay roll of the commissary, exclusive of mess attendants?

UNITED STATES NAVAL ACADEMY,  
COMMISSARY DEPARTMENT,  
Annapolis, Md., October 16, 1911

From: Commissary officer.

To: Superintendent.

Subject: Purchases made by commissary department and payments on account of pay roll made during the past two months.

1. Following is a list of the principal purchases made by the commissary department during the past two months.

Article.	Amount.	Price.	Purchased from—	Date
Coffee, pounds.....	1,500	\$0.168	Jordan Stabler Co.....	Sept. 12.
Do.....	25,000	.26	P. & C. Depot.....	Aug. 14.
Tea, pounds.....	2,100	.38	McCormick & Co.....	Aug. 9.
Cereals, pounds.....	2,520	.14	United Cereal Co.....	Sept. 29.
Flour, pounds.....	80,000	.055	P. & C. Depot.....	Aug. 11.
Apples, pounds.....	19,200	.0515	Showman & Wright.....	Oct. 11.
Apricots (tin), pounds.....	636	.976	Jordan Stabler.....	Oct. 8.
Butter, pounds.....	18,276	.5942	Blatter Bros.....	August-Oct.
Eggs, dozen.....	10,650	.49	do.....	Do.
Salt, pounds.....	23,600	.01	Kerr Bros.....	Do.
Lard, pounds.....	6,272	.28875	Proctor, Gamble Co.....	Sept. 13.
Sugar, granulated, pounds.....	80,000	.085	P. & C. Depot.....	Aug. 12.
Beef, fresh, pounds.....	20,817	.25	Armour, Swift & Co., and Morris & Co.....	August-Oct.
Lamb, fresh, pounds.....	21,386	.235	Armour, Morris & Co.....	Do.
Veal, fresh, pounds.....	12,962	.30	Peppler Bros.....	Do.
Beef, dried, pounds.....	1,192	.43	Swift & Co.....	August-Sept.
Pork, fresh, pounds.....	9,089	.25	Dairy Farm.....	September.
Beef, corned, pounds.....	3,915	.14	Swift & Co.....	Do.
Pork, salt, pounds.....	1,094	.24	do.....	Do.
Bacon, pounds.....	2,516	.35	Swift & Co., and Armour.....	August-Sept.
Sausage, pounds.....	2,776	.17	Swift, Armour & Co.....	Do.
Ham, pounds.....	9,983	.34	do.....	Do.
Poultry, pounds.....	8,959	.36	Kreiner, Armour & Co.....	August-Oct.
Asparagus (tin), pounds.....	11,055	.1045	Jordan Stabler.....	August.
String beans, pounds.....	26,775	.078	do.....	Do.
Corn (tin), pounds.....	12,750	.10	D. E. Price & Sons.....	Sept. 8.
Tomatoes (tin), pounds.....	12,480	.077	Jordan Stabler & Co.....	Oct. 11.

One hundred and fifty thousand pounds of beef at 18 1/2 cents, and 2,000 pounds of lamb have been ordered from Swift & Co., but not delivered.

2. The pay rolls of the commissary department, exclusive of enlisted men, for the past two months amount to the following:

Employees, commissary department, paid from Government funds:

August.....\$6,000

September.....5,000

Pay roll for October and subsequent months will be in excess of \$12,000 per month.

Employees, commissary store, paid from store profits:

August.....\$1,000

September.....1,000

Employees, midshipmen's laundry, paid by midshipmen:

August.....2,000

September.....3,000

S. BRYAN,

Commander, S. C. U. S.

By FRANK T. FOXWELL,

Lieut. Commander, S. C. U. S.

TENDENT. We have the mess attendants under the Government. The laundrymen should also be paid by the Government now all paid by the midshipmen. They have to pay because we can not afford to pay them their demands. They have to pay this out of their own salaries. The mess usually is furnished by the Government. Should a man have his clothes laundered outside or is it done in the Academy laundry?

TENDENT. He must have it done here; costs about the same price outside.

He is compelled to have his clothing laundered often,

TENDENT. Every week, and is compelled to maintain his quarters which requires a great deal of laundry. In addition the sanitary condition of mess halls and kitchens is affected by the laundry done for employees. So far we have not paid for it. That should be paid for by the Government.

You say that you can only pay them by the amount of their pay against the midshipmen?

TENDENT. They are paid \$30 to \$55 a month. The pay of the laundrymen are so low that we find difficulty in obtaining them.

The midshipmen's clothes must be kept repaired in the mess hall—who are not Government employees. The Government employees. We should maintain the mess hall and give them a certain limited amount of spending money.

They get \$65 a month for going to school; as a matter of fact they should be maintained and allowed a certain amount of money.

That are these men subject to in outside expenses? Do they buy tobacco, candy, magazines, etc.?

TENDENT. They are subject to practically none, if they are under the regulations of the Naval Academy. We request their parents to send them any money. If that is violated it gets the parents in trouble.

He is allowed to make certain expenses for athletic, for the first class german. These expenses are very small and cut no real figure.



quarters for each demerit. A punishment period of half-hour drill, and the confinement to quarters consists of confinement for each demerit. In other words, a demerit officer, either has a half hour extra drill or confinement to his quarters. There are many good things to change, and it is, as proved, very beneficial.

Have you any cause to feel that the personnel officers are in their enforcement of discipline?

TENDENT. I have not. The personnel officers have not inflicted any punishment. The punishments are all scheduled and the schedules are known to and are accessible to all midshipmen. The demerits are assigned according to this schedule, and the personnel officers have no power to change. Each demerit is a penalty and over that the personnel officers have no enforcement of discipline amongst the midshipmen. It is in the hands of the commandant of midshipmen, under the vision of the superintendent. The personal equation of the demerit officer, his manner, and bearings to the midshipmen, as to which he is conscientious in the performance of his duty, of course, matters within his own control. I have no doubt that any personnel officer has not been strictly correct in his duties.

Admiral, have there been any changes recently in the demerit system?

TENDENT. There have been many changes, and about 200 demerit officers have joined since the 1st of June. In the demerit department, which is the department in immediate touch with the midshipmen, there are only 5 out of 16 who were here last year.

Have there been since last June any changes in regulations?

TENDENT. There have.

Statistical data filed with the subcommittee conducting the investigation will be found in the files of the Committee on Naval Affairs of Representatives.)



of this committee on February 19, 1920, and which the Secretary the Navy presented to this committee, the estimates of appropriations required for the support of the Naval Establishment for the fiscal year 1921 were reduced to \$484,406,269.80. Subsequently, however, the Secretary of the Navy orally urged an appropriation of \$65,000,000 for new ship construction and submitted supplemental estimates of \$9,500,000. Therefore, the revised recommendations of the Navy Department called for a total appropriation of \$558,906,269.80, and as the total of this bill as recommended by the committee is \$425,289,574, the actual reduction made by the committee is \$133,616,695.80.

#### BUILDING PROGRAM.

The committee recommends no new ship construction in this bill. During the war the Navy Department stressed the building of destroyers, submarines, submarine chasers, eagle boats, and other small craft, leaving almost untouched the big vessels authorized in the act of August 29, 1916. The work on all of those big vessels is now under way and the bill carries \$104,000,000 toward their construction.

The Secretary of the Navy advocated the immediate commencement of a so-called rounding-out program of 38 vessels, small cruisers mostly but no capital ships. The committee felt, however, in view of the large number of vessels built during the war period and of the many vessels now on the ways, that it would be well to postpone for another year, in any event, any additional construction.

#### ENLISTED PERSONNEL.

The enlisted strength of the Navy was permanently fixed in the naval appropriation act approved July 1, 1918, at 131,485. The number of enlisted men in the Navy to-day is 101,152. All things considered, it is not believed that the average number of men in the Navy during the next fiscal year will exceed 120,000, and appropriations have been recommended accordingly.

#### COMMISSIONED PERSONNEL.

The commissioned personnel of the line of the Navy is fixed by law at 4 per cent of the total authorized enlisted strength. At the present authorized strength the Navy is entitled to 5,499 officers of the line. The number of staff officers to which it is entitled at this authorized strength brings the total commissioned officer personnel up to 8,032. To maintain it at this number it will be necessary to continue in the service a certain number of temporary and reserve officers, to do which it will be necessary to enact legislation enabling the Navy to hold them for a longer period than six months after peace shall have been declared. The committee anticipates favorable action upon legislation which it hopes to report following the passage of this bill that will enable the Navy to have the full number of officers to which it is entitled under existing law on the present permanent authorized strength.

# NAVAL APPROPRIATION BILL.

—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed.

from the Committee on Naval Affairs, submitted the following

## REPORT.

[To accompany H. R. 13108.]

ttee on Naval Affairs, to whom was referred so much of  
t's message as related to the Naval Establishment,  
the annual original and supplemental estimates, the  
of the Secretary of the Navy, and subsequent com-  
rom the Secretary of the Navy, submit herewith H. R.  
aking appropriations for the naval service for the fiscal  
une 30, 1921, with the recommendation that the same  
ut amendment.

support of the Naval Establishment for the next	
st forth in the Book of Estimates.....	\$573, 131, 254. 80
ntal estimates.....	9, 500, 000. 00
ommendation of the Secretary of the Navy for new	

R. E. Meinhold, clerk.....	
C. R. Arth, stenographer and typist.....	
A. Z. Holley, stenographer and bookkeeper.....	
F. B. Richardson, stenographer and bookkeeper.....	
L. B. Steele, assistant bookkeeper.....	
W. R. Taylor, watchman and messenger.....	
J. McGowan, laborer and messenger.....	
Jos. Brown, laborer and messenger.....	
Wm. L. Stewart, watchman and messenger.....	

Total.....

The total amount of business done by the midshipmen's store August 31, 1918, is as follows:

Merchandise sales.....	
Clothing sales (Jacob Reed's).....	
Tailor shop (services rendered).....	
Shoe shop (services rendered).....	

Total.....

The total amount of business done by the midshipmen's store July 31, 1919:

Merchandise sales.....	
Clothing sales (Jacob Reed's).....	
Tailor shop (services rendered).....	
Shoe shop (services rendered).....	

Total.....

Mr. OLIVER. These matters that I inquire about and I am not prepared to say they are founded on but simply desire to call attention so that they mention. It is also reported that if a young man has a suit, and shoes, he will still be required to purchase from the Navy stores.

The SUPERINTENDENT. As to books, we make it extending even to publications by the Government man shall use a second-hand book. We find that n

...en, for he is reported and punished for being out of

If they have nonregulation clothing, the only way to  
of trouble is to furnish the clothing through the mis-  
e, as I understand.

Have you endeavored to ascertain whether these  
e way of shoes and books that the midshipman these  
rchase at the Navy store cost him more at the academy  
same supplies can be purchased on the outside?

STENDENT. I have every reason to believe and I have  
e that the midshipman gets the lower prices. I have  
eific inquiry into either of those subjects except in the  
t with midshipmen's store.

How much does it cost a midshipman in each class for

STENDENT. It depends on his class. Many of the  
d to midshipmen are special publications which have  
tten for them only and have no sale anywhere else.  
these are impossible to compare with outside institu-  
val Institute publishes a monthly journal proceedings  
y most officers of the Navy and also makes a specialty  
rofessional books and many you can not get anywhere  
oy make the best contract to publish these professional

*List of text books used by midshipmen for one year.*

	Cost.	Selling price.
Construction.....	\$3.05	\$3.25
Steam Engineering.....	2.50	2.68
Seamanship.....	1.63	1.75
Lines.....	3.15	3.38
Pass.....	1.20	1.30
y, First Aid and Naval Hygiene.....	.70	.75
nd Practices of Electrical Engineering.....	2.50	2.68
d Ordnance.....	3.75	4.00
Guns.....	1.80	1.98
val Ordnance or Exterior Ballistics.....	3.15	3.37
Tables.....	2.00	2.15

*the Secretary of the Navy is authorized said Naval Militia as provided in said act upon their enrollment in the Naval Reserve until June 30, 1922, the members of said Militia the benefits, gratuities, privileges, and emoluments for other members of the Naval Reserve with the approval of the Secretary of the Navy, and the Militia may be counted as active service for the efficiency required by law for members of the Naval Reserve. And provided further, That all moneys appropriated for the Reserve Force or for the Naval Militia shall be hereby made available, under the direction of the Secretary of the Navy for both.*

And the Senate agree to the same.

Amendment numbered 38:

That the House recede from its disagreement with the Senate numbered 38, and agree to the same as follows:

Strike out "\$200,000" and in lieu thereof "\$100,000"; and the Senate agree to the same.

Amendments numbered 65, 67, 78, 80:

That the House recede from its disagreement with the Senate numbered 65, 67, 78, 80, and agree to an amendment as follows:

Strike out all of said amendments as numbered on page 20, after line 6, the following:

*That a special joint committee is hereby authorized to consist of five members of the Senate to be appointed by the Senate, and five members of the House of Representatives to be appointed by the Speaker of the House. The committee shall investigate the advisability of acquiring, maintaining, and improving a naval base on the waters tributary thereto. The committee shall estimate the cost of acquiring, establishing, and maintaining such sites and shall report to the Senate not later than December 31, 1920, together with such other recommendations and information as it deems proper, including a deeper channel to Mare Island Navy basin at Mare Island.*

*That said committee shall also investigate the advisability and cost of establishing a naval base at Sand Point, King County, Washington, and at San Pedro, California, and at Port Angeles Harbor (San Pedro), California, and at Port Angeles, and aviation base at Port Angeles.*

*That the Secretary of the Navy is authorized to employ such technical experts to assist the committee as he may deem necessary.*

*That the expenses of said committee shall be paid from the contingent fund of the House of Representatives, and from the contingent fund of the Senate, and shall be reported by the committee and signed by the chairman of the committee, and the cost of borings and the procuring and*

numbered 31:

use recede from its disagreement to the amendment of numbered 31, and agree to the same with an amendment as

\$600,000 " and in lieu thereof insert the following: the Senate agree to the same.

numbered 32:

use recede from its disagreement to the amendment of numbered 32, and agree to the same with an amendment


\$500,000 " and in lieu thereof insert the following: the Senate agree to the same.

numbered 33:

use recede from its disagreement to the amendment of numbered 33, and agree to the same with an amendment of

d amendment insert the following:

*y of the Navy is hereby authorized, in his discretion, to o of the permanent naval training stations experi- schools for boys between the ages of sixteen and For this purpose he is authorized to use such buildings, nodations, at such training stations; to loan any naval ssary for such purposes, and to give instructions which r service in the Navy of the United States. He is em- blish and enforce such rules within the camp as may id to detail such members of the naval personnel as d in order to encourage and execute the spirit of this etary of the Navy is further authorized to loan the uniforms during the period of training and to furnish dical attendance, and other necessary incidental ex- attending these schools: Provided, That those under h the consent of their parents or their guardians, shall wal Reserve Force for not less than three months, and o enrolled shall be admitted to said training schools. it the provisions of this paragraph the sum of \$200,000*



*rank of commander for a term of four years, and may be reappointed for further periods of four years each.*

And the Senate agree to the same.

Amendment numbered 95:

That the House recede from its disagreement to the amendment of the Senate numbered 95, and agree to the same with an amendment as follows:

*In lieu of said amendment insert the following: including to exceed \$20,000 for the purchase of land necessary for radio stations; and the Senate agree to the same.*

Amendment numbered 99:

That the House recede from its disagreement to the amendment the Senate numbered 99, and agree to the same with an amendment as follows:

*In lieu of said amendment insert the following:*

*The authorized enlisted strength of the active list of the Marine Corps is hereby permanently established at twenty-seven thousand four hundred, distribution in the various grades to be made in the same proportion as provided under existing law: Provided, That officers serving temporarily in the grades of captain and below up to the date of the passage of this act shall be eligible to fill existing vacancies and those hereby created in the permanent authorized strength in said grades by transfer to or reappointment in the permanent Marine Corps in the grades not above that of captain. Transfers so made shall be without regard to age, and if found not qualified for transfer to the same grade as that held by them on the date of transfer then to lower grades after qualification. All officers so transferred shall establish to the satisfaction of the Secretary of the Navy, under such rules as he may prescribe, their mental, moral, professional, and physical qualifications to perform the duties of the grade to which transferred or reappointed and shall take precedence with each other and with other officers of the Marine Corps in such order as may be recommended by a board of marine officers and approved by the Secretary of the Navy: Provided, That all persons who served honorably as officers in the Marine Corps or Marine Corps Reserve on active duty at any time between April 6, 1917, and the date of the passage of this Act and who have been honorably discharged or assigned to inactive duty shall be eligible for permanent appointment in the same or a lower rank than that held on discharge or assignment to inactive duty, but not above the rank of captain, to fill vacancies existing or hereby created in the permanent authorized strength of the Marine Corps under the same conditions as those above prescribed for officers now in the service: Provided further, That officers now holding temporary commissions in the Marine Corps and who have had more than ten years' service therein, if not found qualified for permanent commissions, and who are recommended by the board herein provided for, may be appointed warrant officers in the Marine Corps; and the authorized number of warrant officers is hereby increased by a number not to exceed fifty to provide for the appointment of the aforesaid officers: Provided further, That all transfers and appointments made in accordance with the provisions of this section shall be accomplished by June 30, 1921: Provided further*

*connection with such investigation, there is hereby out of any moneys in the Treasury not otherwise the sum of \$50,000.*

late agree to the same.

numbered 82:

ouse recede from its disagreement to the amendment numbered 82, and agree to the same with an amendment:


aid amendment insert the following: \$10,751,950; and ee to the same.

numbered 85:

ouse recede from its disagreement to the amendment numbered 85, and agree to the same with an amendment:

aid amendment insert the following:

*ter, immediately upon official notification of the death or disease, not the result of his or her own misconduct, enlisted man, or nurse on the active list of the Regular lar Marine Corps, or on the retired list when on active master General of the Navy shall cause to be paid to i if there be no widow to the child or children, and if dow or child, to any other dependent relative of such l man, or nurse previously designated by him or her, al to six months' pay at the rate received by such offi- an, or nurse at the date of his or her death. The Sec- Navy shall establish regulations requiring each officer an or nurse having no wife or child to designate the ent relative to whom this amount shall be paid in case eath. Said amount shall be paid from funds appro- e pay of the Navy and pay of the Marine Corps, re- wided, That nothing in this section or in other existing ll be construed as making the provisions of this section officers, enlisted men, or nurses of any forces of the nited States other than those of the Regular Navy and and nothing in this section shall be construed to apply*



the date of transfer, but not to exceed a total of one thousand hundred commissioned officers in the line, of which number hundred may be appointed from class five, Naval Reserve Flying Corps, with proportionate number in all Staff Corps as now authorized by law, except that the Medical, Dental, and Supply Corps shall be entitled to such additional numbers as are necessary to make the full quota of officers in those corps, as now authorized by law. Provided, That officers so appointed to the line of the Navy shall take rank in accordance with their precedence while holding temporary rank, and members of the Naval Reserve Force of commissioned and warrant ranks found qualified for a given rank shall be arranged according to their precedence among themselves and commissioned in the permanent service next after the lowest temporary officer who qualifies for the same rank and is appointed in accordance with the provisions of this Act:

Provided, further, That included in the number of transfers and appointments hereinbefore allowed, commissioned officers of the Coast Guard, who have served creditably under the Navy Department in the War with the German Government, upon suitable application approved by the Secretary of the Navy and the Secretary of the Treasury, may be appointed to a permanent rank or grade in the Navy for which found qualified by a board of naval officers under the provisions of existing law, but not above the rank of lieutenant commander, and shall take such precedence therein as the Secretary of the Navy may determine: Provided further, That for the purposes of computing longevity pay and retirement privileges of officers and enlisted men of the Navy, all creditable service in the Coast Guard and former Revenue-Cutter Service shall be counted.

Sec. 4. That in addition to the number of transfers and appointments hereinbefore allowed, commissioned warrant officers of more than fifteen years' service since date of warrant or date of first appointment as paymaster's clerk, pharmacist or mate, who have creditably served in the war with the German Government in temporary commissioned ranks or grades in the regular Navy, shall be appointed to a permanent rank or grade for which they may be qualified as established and shown by their records of service during their term of service not above the temporary rank or grade held by them at the time of transfer: Provided, That officers so transferred to the line of the Navy shall take rank therein in accordance with their precedence while holding temporary rank: Provided further, That all officers so transferred in accordance with sections 3 and 4 of this Act to the staff corps of the Navy shall take precedence with each other and with other officers in the Navy in such order as may be recommended by a board of naval officers and approved by the Secretary of the Navy: Provided further, That no transfers or appointments made in accordance with sections 3 and 4 of this Act shall be to a higher grade or rank than lieutenant in the Navy: And provided further, That officers appointed to the permanent Navy in accordance with the foregoing sections who now hold permanent warrant or permanent commissioned warrant rank in the United States Navy shall, if they thereafter fail professionally on examination for promotion, revert to such permanent warrant or permanent commissioned warrant status.

pers now holding temporary appointments as commiss-  
s in the Marine Corps may retain their temporary com-  
7 the permanent appointments provided for in the fore-  
shall have been made.


mate agree to the same.

it numbered 106:

louse recede from its disagreement to the amendment of  
umbered 106, and agree to the same with an amendment

aid amendment insert the following:

ut the Secretary of the Navy is hereby authorized to em-  
ve duty, with their own consent, members of the Naval  
e in enlisted ratings, the number so employed not to ex-  
ny fiscal year the average of twenty thousand men: Pro-  
the number of naval reservists, so employed on active  
r with the total number of enlisted men in the Regular  
not exceed the total enlisted strength of the Navy as  
y law: Provided further, That such members of the  
e Force so employed shall serve on active duty for not  
ilve nor more than eighteen months unless sooner re-  
ded further, That hereafter no person shall be enrolled  
Reserve Force except for general service: And provided  
the number of commissioned officers of the line, perma-  
ary, and reserve on active duty shall not exceed 4 per  
total authorized enlisted strength of the Regular Navy,  
ber of staff officers on active duty of whatever kind shall  
e proportions as authorized by existing law: Provided  
t five hundred reserve officers are also authorized to be  
the aviation and auxiliary service: And provided fur-  
we hundred reserve officers are also authorized to be  
the aviation and auxiliary service: And provided fur-  
til December 31, 1921, temporary appointments now ex-  
continued in force in any grade or rank, not to exceed  
llowed in any grade or rank based upon the total per-  
rized commissioned strength of the line or of any staff



the date of transfer, but not to exceed a total of one thousand hundred commissioned officers in the line, of which number one hundred may be appointed from class five, Naval Reserve Corps, with proportionate number in all Staff Corps as now authorized by law, except that the Medical, Dental, and Supply Corps be entitled to such additional numbers as are necessary to make up the full quota of officers in those corps, as now authorized by law. Provided, That officers so appointed to the line of the Navy shall take rank in accordance with their precedence while holding temporary rank, and members of the Naval Reserve Force of commissioned and warrant ranks found qualified for a given rank shall be arranged according to their precedence among themselves and commissioned in the permanent service next after the lowest temporary officer who qualifies for the same rank and is appointed in accordance with the provisions of this Act:

Provided, further, That included in the number of transfers and appointments hereinbefore allowed, commissioned officers of the Coast Guard, who have served creditably under the Navy Department in the War with the German Government, upon suitable application approved by the Secretary of the Navy and the Secretary of the Treasury, may be appointed to a permanent rank or grade in the Navy for which found qualified by a board of naval officers under the provisions of existing law, but not above the rank of lieutenant commander, and shall take such precedence therein as the Secretary of the Navy may determine: Provided further, That for the purpose of computing longevity pay and retirement privileges of officers and enlisted men of the Navy, all creditable service in the Coast Guard and former Revenue-Cutter Service shall be counted.

Sec. 4. That in addition to the number of transfers and appointments hereinbefore allowed, commissioned warrant officers of not less than fifteen years' service since date of warrant or date of appointment as paymaster's clerk, pharmacist or mate, who have creditably served in the war with the German Government in temporary commissioned ranks or grades in the regular Navy, shall be appointed to a permanent rank or grade for which they may be qualified as established and shown by their records of service during the war of service not above the temporary rank or grade held by them at the time of transfer: Provided, That officers so transferred to the line of the Navy shall take rank therein in accordance with their precedence while holding temporary rank: Provided further, That officers so transferred in accordance with sections 3 and 4 of this Act to the staff corps of the Navy shall take precedence with and among and with other officers in the Navy in such order as may be determined by a board of naval officers and approved by the Secretary of the Navy: Provided further, That no transfers or appointments in accordance with sections 3 and 4 of this Act shall be to a grade or rank than lieutenant in the Navy: And provided further, That officers appointed to the permanent Navy in accordance with the foregoing sections who now hold permanent warrant or permanent commissioned warrant rank in the United States Navy, and who thereafter fail professionally on examination for promotion to such permanent warrant or permanent commissioned rank or status.

officers appointed under any of the foregoing provisions not more than thirty-five years of age when so appointed of the Navy, Construction Corps, or Supply Corps, and in forty-three years of age when so appointed to the Explains, or to the Medical, Dental, or Civil Engineering Corps. That said age limits shall be increased in the cases of officers who have rendered prior service as paymaster's clerks, or as mates, or as commissioned officers in the naval service to the same limits as in prior naval service: Provided further, That officers appointed to the Dental Corps above the said age limits shall be eligible for appointment and promotion under this Act irrespective of age: And provided further, That officers of the line of the Navy who are appointed thereto pursuant to this Act from sources other than the Naval Academy shall not be ineligible for promotion to the grade of lieutenant as prescribed by the Act of August 29, 1916 (Thirty-ninth Statute, page 579), until they have rendered ten years' service in the grade of lieutenant commander, six years' service in the grade of lieutenant, or eight years' service in the grade of captain, respectively, after the completion of which service such officers, if then eligible for promotion by reason of age, shall be retired in accordance with said Act: And provided further, that until June 30, 1923, promotions to lieutenant (junior grade) and lieutenant may be made without regard to length of service: And provided further, that on June 30, 1923, officers of the permanent Navy who have been in the service victoriously during the war with the German Government shall be eligible under the provisions of this Act for promotion or for promotion to the next higher grade or rank without regard to statutory requirements as to age and professional and physical examination: And provided further, That in making reductions in rank as may be required by this Act, officers holding temporary appointments may be appointed to any appointments in lower grades, and officers so appointed shall take precedence from the dates of their original appointments in such lower grades.

And in case any enlisted man or enrolled man who, since November 11, 1918, has been or hereafter shall be dis-

*discharge and reenlistment: Provided, That hereafter the Secretary of the Navy is authorized, in his discretion, to establish such grades and ratings as may be necessary for the proper administration of the enlisted personnel of the Navy and Marine Corps.*

*Sec. 8. That section 125 of the Act entitled "An Act for making further and more effectual provisions for the national defense, and for other purposes," approved June 3, 1916, shall hereafter be in full force and effect as originally enacted, notwithstanding anything contained in the Act entitled "An Act permitting any person who has served in the United States Army, Navy, or Marine Corps in the present war to retain his uniform and personal equipment and wear the same under certain conditions," approved February 1, 1918: Provided, That the words "or the Secretary of the Navy" shall be inserted immediately after the words "the Secretary of War" wherever those words appear in section 125 of the Act approved June 3, 1916, hereinbefore referred to.*

*Sec. 9. That hereafter the Secretary of the Navy may, in his discretion, withhold any part or all of the retainer pay which may be due a member of the Naval Reserve Force where such members fail to perform such duty as may be prescribed by law for the maintenance of the efficiency of the Naval Reserve Force: Provided, That any money so withheld shall be credited to the appropriation for organizing and administering the Naval Reserve Force to be used for any purpose that the Secretary of the Navy may consider proper to increase the efficiency of the Naval Reserve Force: Provide further, That hereafter the minimum amount of active service required for the maintenance of the efficiency of the Fleet Naval Reserve shall be the same as for the Naval Reserve.*

*Sec. 10. That the age limits for promotion by selection, which under existing law, will become effective on June 30, 1920, are hereby deferred until June 30, 1921, in the cases only of those officers who may request such deferment.*

*And the Senate agree to the same.*

THOMAS S. BUTLER,  
PATRICK H. KELLEY,  
FRED A. BRITTEN,  
L. P. PADGETT,  
D. J. RIORDAN,

*Managers on the part of the House.*

CARROLL S. PAGE,  
L. HEISLER BALL,  
MEDILL McCORMICK,  
CLAUDE A. SWANSON,  
JOHN WALTER SMITH,

*Managers on the part of the Senate.*

OF THE MANAGERS ON THE PART OF THE HOUSE.

ers on the part of the House at the conference on the votes of the two Houses on the amendments of the bill (H. R. 13108) "making appropriations for the for the fiscal year ending June 30, 1921, and for other bmit the following statement explaining the effect of reed upon by the conference committee and submitted anying conference report, namely:

te amendments agreed to by the managers on the part , the following are merely changes of totals, namely: and 82.

ndments of the Senate agreed to by the managers on e House, the following involve simply the clarification r the correction of clerical errors, and do not materially bstance of the bill, to wit: 1, 2, 4, 5, 6, 15, 16, 18, 20, 23, and 90.

i No. 3: Increases the appropriation "Pay, miscel- 1 \$3,550,000 to \$5,332,000; and the Senate recedes.

s Nos. 7 and 8: In the item "Investigation of fuel phrase "and the temporary employment of civilian ssistants" to read "and the employment of civilian istants at Washington, District of Columbia, and else- the Senate recedes.

No. 9: Increases from \$30,000 to \$50,000 the appro- "Investigation of fuel oil," and contains a proviso ovide the necessary machinery for the operation of the ves, so that offset wells may be drilled for the protec- overnment's reserves against drainage from adjacent

following: "rental, maintenance, operation, exchange, and of motor-propelled passenger-carrying vehicles for official use of the Senate." The Senate recedes.

Amendment No. 22: Directs the Bureau of Navigation, Department of the Navy, to furnish to the several States the records of service of all persons from those States who served in the Navy during the late war, and carries an appropriation of \$300,000 for that purpose. The House recedes with an amendment reducing the amount of the appropriation to \$200,000, but making available, additionally, \$100,000 from the appropriation for temporary employees, Bureau of Navigation, contained in the legislative, executive, and judicial appropriation act for the fiscal year 1921; also inserting a minor change in language.

Amendment No. 23: In the appropriation, "Recreation for enlisted men." Strike out the item "and for such other purposes of a like character as the Secretary of the Navy may deem advisable." The House recedes.

Amendment No. 24: Provides, under the appropriation "for enlisted men," that no more than five persons shall be employed at a rate of compensation exceeding \$1,800 per annum. The House recedes with an amendment placing the limit at "two" persons, instead of five, as authorized in the Senate amendment.

Amendment No. 25: Increases the appropriation for "Gymnastics and engineering exercises" from \$100,000 to \$150,000; and the House recedes.

Amendments Nos. 26 and 27: In the provisions relating to "gratuities on first enlistment," these amendments change the phrase "the uniform gratuity paid to officers of the Naval Reserve Force" to read as follows: "and the uniform gratuity paid to officers of the Naval Reserve Force, which shall not exceed \$1,000 for the first enrollment or \$30 for any subsequent enrollment of enlisted men." This would change existing law and very materially enlarge the gratuities thereby provided; and the Senate recedes.

Amendment No. 28: Increases from \$500,000 to \$1,200,000 the appropriation "Instruments and supplies," which includes compasses on ships and similar equipment; and the House recedes with an amendment making the amount of the appropriation \$850,000 instead.

Amendment No. 29: Increases from \$125,000 to \$250,000 the appropriation for maintenance of the naval training station at Ponce de Leon Island, Calif.; and the Senate recedes.

Amendment No. 30: Increases the appropriation for maintenance of the naval training station, Newport, R. I., from \$250,000 to \$300,000; and the House recedes with an amendment reducing the figure to \$275,000.

Amendment No. 31: Increases the appropriation for maintenance of the naval training station, Great Lakes, from \$500,000 to \$575,000; and the House recedes with an amendment reducing the amount to \$575,000.

Amendment No. 32: Increases the appropriation for maintenance of the naval training station, Hampton Roads, Va., from \$300,000 to \$375,000; and the House recedes.

and the House recedes with an amendment reducing to \$375,000.

t No. 33: Authorizes the Secretary of the Navy to each of the four permanent naval training stations for boys between the ages of 16 and 20 years, and \$375,000 for that purpose; and the House recedes and amendment permitting the establishment of such schools and training stations as an experiment, and reducing the appropriation therefor to \$200,000.

ts Nos. 34 and 37: Include the Naval Militia within tion for the expenses of organizing, administering, and e Naval Reserve Force; and provide also that, until , such of the Naval Militia as now is in existence and ized under the act approved February 16, 1914, shall the Naval Reserve Force and shall be maintained and as prescribed in said act. As to amendment No. 34, cedes; and as to amendment No. 37, the House recedes agreement and agrees with an amendment which changes gy but does not alter the substance of the proviso.

t No. 35: Increases the appropriation for organizing, g, and recruiting the Naval Reserve Force, from \$50,000 and the Senate recedes.

t No. 36: Qualifies with the expression "except in case , " the provision prohibiting the use of any money for of any member of the Naval Reserve Force except with nt; and the Senate recedes.

t No. 38: Inserts an appropriation of \$200,000 for nce of receiving barracks; and the House recedes with at reducing the amount appropriated to \$100,000.

ts Nos. 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, and , severally, the pay of the various employees at the , Philadelphia, Pa., and alter the number employed in s of employees; and also increase, by \$5,000, the amount r the maintenance of the home. All sums provided for mdments are paid out of the income from the naval

and do not in any way affect the amount of the entire

Amendment No. 61: Inserts an appropriation of \$100,000 for two cranes for building slips at the Philadelphia Navy Yard; and the House recedes.

Amendment No. 63: Inserts appropriation of \$50,000 for crane for building slip, and appropriation of \$250,000 to continue water front improvements at the Norfolk Navy Yard; and the House recedes.

Amendment No. 64: Inserts an appropriation of \$75,000 for distilling plant at the naval station, Key West, Fla.; and the House recedes.

Amendment No. 65: Inserts an appropriation of \$1,000,000 toward the establishment of a docking and repair plant on San Francisco Bay, and provides that a naval board, to be appointed by the Secretary of the Navy, shall advise and report to Congress not later than November 15, 1920, as to which of three proposed sites should be selected therefor; and the House recedes with an amendment eliminating the appropriation, and providing for a special joint committee, composed of five Members of the Senate appointed by the President of the Senate and five Members of the House of Representatives appointed by the Speaker, to investigate the entire matter as well as the desirability of the several proposed sites, and to report thereon to Congress not later than December 31, 1920; and the said committee is also to investigate and report upon other projects on the west coast proposed in the Senate amendments numbered 67, 78, and 80; the expenses of said committee to be paid from the contingent funds of Senate and House, and for the cost of boring and the procuring and collating of all other technical data in connection with the investigation an appropriation of \$50,000 is made.

Amendment No. 66: Authorizes the Secretary of the Navy to make an exchange of certain lands heretofore used in connection with the naval radio station at South San Francisco, Calif., and provides an appropriation of \$6,000 to cover the necessary expenses including compensation for dismantling the radio mast and terminating existing lease; and the House recedes.

Amendment No. 67: Authorizes the Secretary of the Navy to accept from King County, Wash., a certain tract of land for use as an aviation base at Sand Point, Wash.; and the House recedes with the amendment set forth under amendment No. 65, providing for an investigation and report on the proposal.

Amendment No. 68: Inserts an appropriation of \$190,000 for joint Army and Navy water-supply system for Fort Kamehameha and Ford Island, Hawaii; and the Senate recedes.

Amendment No. 69: A change in totals, made unnecessary by the action on amendment No. 68; and the Senate recedes.

Amendment No. 70: Authorizes the Secretary of the Navy to make an exchange of lands at the Puuloa Rifle Range Reservation, Pearl Harbor, Hawaii; and the House recedes.

Amendment No. 71: Authorizes the Secretary of the Navy to exchange certain land now part of naval station property at Honolulu for land northeast of naval station, Pearl Harbor, Hawaii; and the House recedes.

Amendment No. 72: Inserts an appropriation of \$50,000 for platform for floating derrick at naval station, Olongapo, P. I.; and the Senate recedes.

§ No. 73: Authorizes the Secretary of the Navy to construct a building at Olongapo, P. I., at a cost not exceeding \$1,000,000, and the proceeds to be derived from the S. S. *Repose* are made available to that extent; and the

§ No. 74: Inserts an appropriation of \$1,050,000 for the construction of a fuel-oil storage at Pearl Harbor, Hawaii; and the

§ No. 75: Change of total, made unnecessary by action of the Senate recedes.

§ No. 76: Makes immediately available to sum appropriation purposes at the naval operating base, Hampton, Va.; and the House recedes.

§ No. 77: Inserts an appropriation of \$60,000 for railroads at naval hospital, Las Animas, Colo.; and the


§ No. 78: Provides an appropriation of \$500,000 for the development of a submarine base in Los Angeles Harbor, Calif., and authorizes the Secretary of the Navy to acquire certain land for use in connection therewith; and recedes with an amendment eliminating the appropriation and providing for an investigation and report on the subject set forth under amendment No. 65.

§ No. 79: Inserts an appropriation of \$50,000 toward the construction of a submarine base at New London, Conn.; and the

§ No. 80: Provides an appropriation of \$100,000 for the development of a submarine, destroyer, and aviation station at Los Angeles, Wash.; and the House recedes with an amendment eliminating the item and providing for an investigation on the project, as set forth under amendment No. 65.

§ No. 81: Increases the appropriation for "Repairs and maintenance at navy yards" from \$3,000,000 to \$4,000,000; and recedes.

§ No. 85: Restores the law repealed by the war-risk



Amendment No. 88: Inserted here through clerical error, and covered in the House amendment to amendment No. 85. The Senate recedes.

Amendment No. 91: Under the appropriation for "Maintenance, Bureau of Supplies and Accounts," provides for the use of \$95,000 from the "proceeds of sales" for pay of necessary employees in the Navy Department in connection with salvage and disposition of excess stocks; and the Senate recedes.

Amendment No. 92: Increases the appropriation for "Maintenance, Bureau of Supplies and Accounts," from \$10,500,000 to \$12,500,000; and the Senate recedes.

Amendment No. 93: Authorizes the use of \$75,000 of the appropriations provided under the item "fuel and transportation," for "technical and clerical assistance in the District of Columbia and elsewhere; and the Senate recedes.

Amendment No. 94: Increases the appropriation for "construction and repair of vessels" from \$30,000,000 to \$31,000,000; and the House recedes.

Amendment No. 95: Under the appropriation for "engineering enlarges the item "maintenance and operation of coast signal service" so as to include the purchase of land necessary for radio shore stations; and the House recedes with an amendment altering the phraseology and placing a limit of \$20,000 on such expenditures.

Amendment No. 96: Increases from \$2,250,000 to \$2,500,000 the limitation upon expenditures for clerical, drafting, inspection, and messenger service in navy yards, naval stations, etc., under the Bureau of Steam Engineering; and the House recedes.

Amendment No. 97: Increases from \$28,000,000 to \$29,050,000 the appropriation for repairs, preservation, and renewal of machinery on naval vessels, etc.; and the House recedes.

Amendment No. 98: Increases from \$275,000 to \$385,000 the appropriation for the pay of professors and others at the Naval Academy, which increase was provided in the pay bill (H. R. 11927) approved May 18, 1920; and the House recedes.

Amendment No. 99: Provides for the establishment at 27,400 of the authorized permanent strength of the Marine Corps and also provides legislation necessary for the transfer to the permanent service, up to the authorized strength, of those officers who served in temporary grades or as reserves during the late war; and the House recedes with an amendment inserting qualifying provisions but retaining the substance of the original provisions.

Amendment No. 100: Increases the appropriation for temporary employees at Marine Corps headquarters and at Marine Corps posts from \$100,000 to \$145,852; and the Senate recedes.

Amendment No. 101: Provides for the use of \$318,000 of the unexpended balances in existing appropriations for the current fiscal year, for "Maintenance, Quartermaster's Department, Marine Corps" to replace with cast-iron piping the wood conduit which furnishes the Marine Corps base at Quantico, Va., with its water supply; and the House recedes.

Amendment No. 102: Increases from \$48,000,000 to \$52,000,000 the appropriation for "Increase of the Navy, construction and machinery"; and the Senate recedes.

§ No. 103: Inserts an appropriation of \$11,700,000 for repair and fitting out, from fabricated material on hand at the yard plant of the United States Shipping Board Emergency Corporation, of seven type "B" vessels as aviation and transporters; and the Senate recedes.

§ No. 104: Change in totals, rendered unnecessary by amendment No. 102; and the Senate recedes.

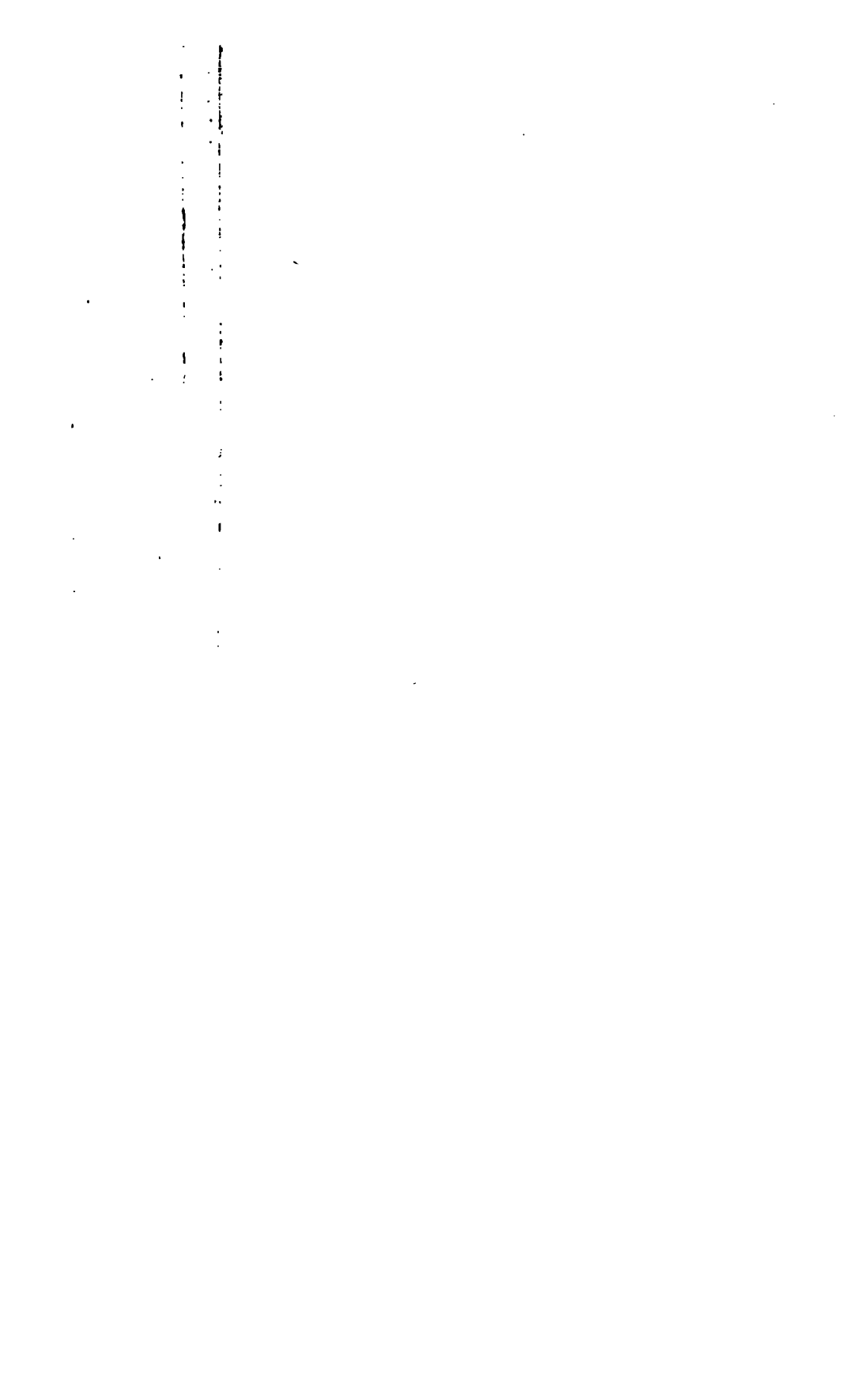
§ No. 105: Increases the limit of cost of hospital ship from \$2,250,000 to \$4,355,000, but does not affect the amount of appropriations carried in the bill; and the House recedes.

§ No. 106: Embodies sections numbered 2 to 10, increasing the employment on active duty, with their own members of the Naval Reserve Force, to a number not exceeding 10,000; and in no event exceeding the total authorized strength of the Navy; providing for the transfer to the active service, but within the total authorized limit in numbers, temporary and reserve officers; providing for the payment of bonus and travel pay to persons in the naval service who had been denied because of their immediate reenlistment under the provisions of the act of July 11, 1919, the terms of enlistment in the Navy; amending section 1 of the national defense act of June 3, 1916, so as to make it apply to similar matters of similar import; providing for the withdrawal of the retainer pay of members of the Naval Reserve Force who perform the duty prescribed for them by law; and providing that the age limits for promotion by selection which under the law become effective on June 30, 1920, are deferred until June 30, 1921; and the House recedes with divers amendments clarifying provisos and clarifying the phraseology, but without substance of the legislation.

The originally passed carried appropriations aggregating

The amendments of the Senate added to this amount make out in conference the amount of this increase was re-estimated at \$90,000; so that, as agreed to by the committee of the conference, the bill carries appropriations totaling \$433,279,574.

THOMAS S. BUTLER



# Calendar No. 471.

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SENATE.

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REPORT  
No. 514.

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## NAVAL APPROPRIATION BILL.

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APRIL 9, 1920.—Ordered to be printed.

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from the Committee on Naval Affairs, submitted the  
following

### R E P O R T .

[To accompany H. R. 13108.]

nittee on Naval Affairs, to whom was referred the bill  
8) making appropriations for the naval service for the  
nding June 30, 1921, and other purposes, having con-  
same, report favorably thereon with the recommenda-  
bill do pass with amendments.

bill now under consideration as it passed the House  
ropriations amounting to \$425,289,574, exclusive of the  
ified for the Naval Home. The amount specified for  
lome is \$157,646 and is not paid out of the Treasury,  
from the income of the naval pension fund and is not

The committee recommends



The additional appropriations recommended as follows:

Pay, miscellaneous.....	
Aviation.....	
Fuel oil investigation.....	
Gunnery and engineering exercises.....	
Instruments and supplies.....	
Training stations:	
California.....	
Rhode Island.....	
Great Lakes.....	
Hampton Roads.....	
Naval reserve force.....	
Receiving barracks.....	
Torpedo station, Newport, R. I.....	
Maintenance, Bureau of Yards and Docks.....	
Public works.....	
Maintenance, Bureau of Supplies and Accounts.....	
Construction and repair of vessels.....	
Engineering.....	
Increase of Navy construction and machinery.....	

The committee has increased the general appropriations of several of the bureaus upon the urgent recommendations of the various chiefs of bureaus.

The amount appropriated by the House. This committee has increased this appropriation which is the amount appropriated for the of expenditure are set out in a general way graph and comprise the construction of purchase of equipment, and maintenance stations. This increase is urgently recommended officers of the Navy Department, and is that steady progress may be made in the

The principal items comprising the additional public works are due to the contemplated coast for the proper maintenance and care consists of half of the modern units of which it deems it essential that adequate docking west coast be immediately developed and additional appropriations in this bill as it becomes action. Other appropriations are recommended and naval stations, both on the east and west committee deems necessary for the economic yards and stations, as well as to equip the construction work.

The Secretary of the Navy recommended commencement of a rounding-out program light cruisers, flotilla leaders, etc., but thought wise not to undertake this program at this time postpone same until the next session of Congress.

The bill carries the necessary appropriations for the construction of vessels heretofore authorized building program. This program was authorized by the appropriation act of August 29, 1916, and committee estimated that it will be necessary to appropriate \$108,000,000 carried in this bill, \$361,731

this latter sum will be distributed over three more years to complete the battleships and of that program.

The committee recommends an additional appropriation of \$11,- "Increase of the Navy, Construction and Machinery," Secretary of the Navy to purchase fabricated material for the completion and fitting out of seven type B and destroyer tenders. The Secretary states that are necessary for the training and operation of the fleet solution of the special strategic and tactical problems the progress of naval aviation, and he further states even ships were built specifically as tenders under other at current prices, they would cost approximately

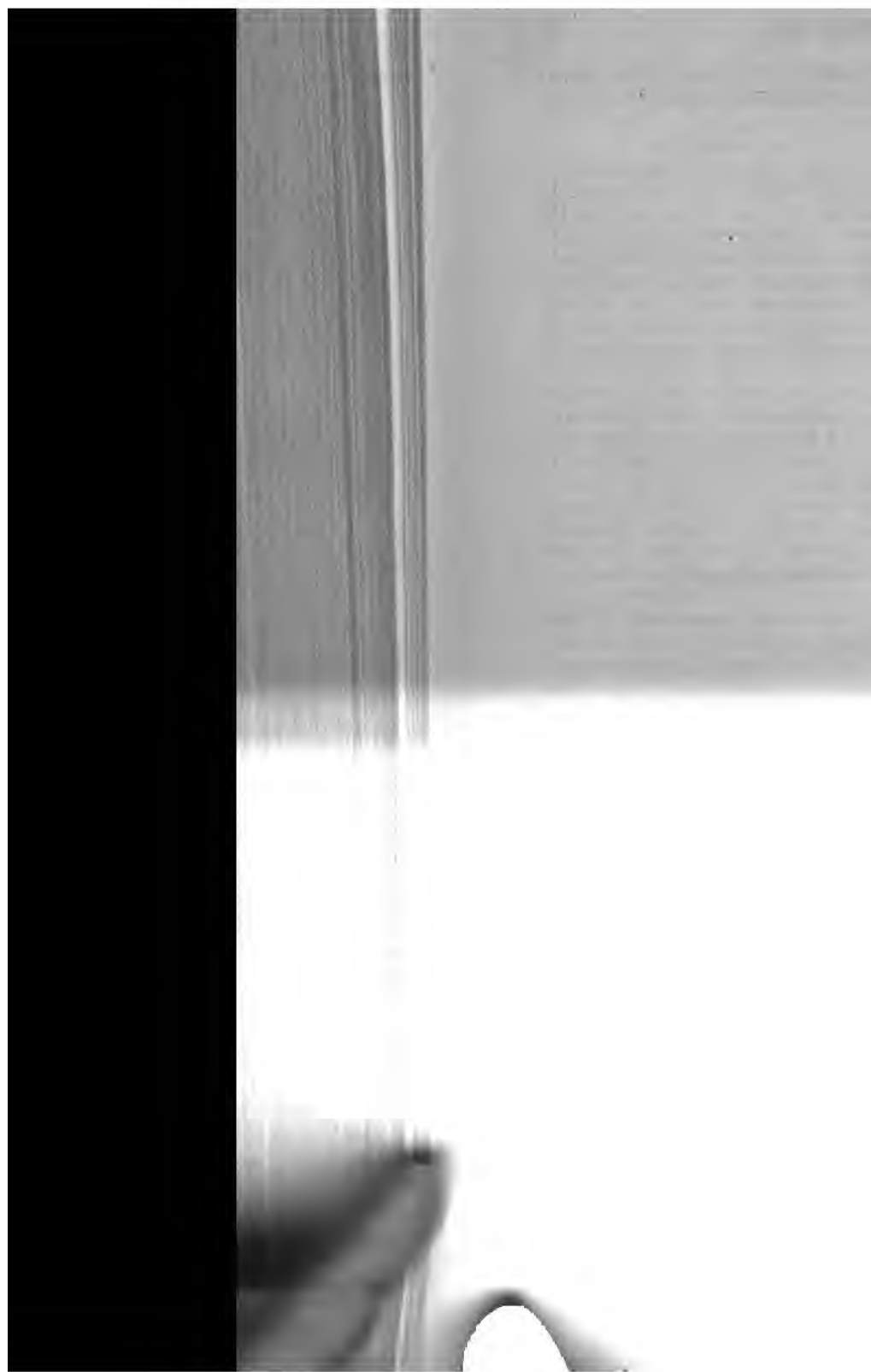
The committee has increased the amount of the appropriation for the Navy Force to that originally estimated by the Secretary

This is deemed necessary for the proper carrying out of organizing, administering, and recruiting the Naval Reserve, as well as the Naval Militia.

The committee recommends that the present authorized temporary members of the Marine Corps, namely 27,400 men, be made the permanent strength thereof. However, the bill appropriates for but 25,000; it is considered that this will be the maximum number for the next fiscal year.

The committee is recommending for increased pay of the entire personnel of the Navy, which has been passed by the Senate, and a bill for reorganizing the personnel is now being considered by the House Committee on





[PUBLIC—No. 243—66TH CONGRESS.]

[H. R. 13108.]

An Act Making appropriations for the naval service for the fiscal year 1921, and for other purposes.


*And by the Senate and House of Representatives of the United States in Congress assembled,* That the following sums be, hereby, appropriated, to be paid out of any money in the Treasury otherwise appropriated, for the naval service of the year ending June 30, 1921, and for other purposes:

GENERAL EXPENSES.

The Secretary of the Navy shall send to Congress at the beginning of each regular session a complete schedule or list showing the amount of all pay and for all allowances for each grade of the Navy, including retired officers, and for all officers and enlisted men so included.

PAY, MISCELLANEOUS.

Commissions and interest; transportation of funds; exchange; officers of the Navy and Naval Reserve Force while traveling in the United States, and for actual personal expenses of the Navy and Naval Reserve Force while traveling under orders, and for traveling expenses of civilian and for mileage, at 5 cents per mile, to midshipmen entering the Naval Academy while proceeding from their homes to the Academy for examination and appointment as midshipmen; traveling expenses of female nurses; actual expenses of officers on shore patrol duty; hire of launches or other small boats in navigable waters; for rent of buildings and offices not in navy yards; for courts-martial, prisoners and prisons, and courts of appeals; for inspection, examining boards, with clerks, and



rentals and tolls, telegrams, cablegrams, and postage, foreign and domestic, and post-office box rentals; and other necessary and incidental expenses: *Provided further*, That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for clerical, inspection, and messenger service in navy yard and naval stations, for the fiscal year ending June 30, 1921, shall not exceed \$1,000,000, and for necessary expenses for the interned persons and prisoners of war under the jurisdiction of the Navy Department including funeral expenses for such interned persons or prisoners of war as may die while under such jurisdiction, and for payment of claims for damages under Naval Act approved July 11, 1919; in all \$3,550,000.

CONTINGENT, NAVY: For all emergencies and extraordinary expenses, exclusive of personal services in the Navy Department, or any of its subordinate bureaus or offices at Washington, District of Columbia, arising at home or abroad, but impossible to be anticipated or classified, to be expended on the approval and authority of the Secretary of the Navy, and for such purposes as he may deem proper \$75,000.

TEMPORARY GOVERNMENT FOR WEST INDIAN ISLANDS: For expenses incident to the occupation of the Virgin Islands and to the execution of the provisions of the Act providing a temporary government for the West Indian Islands acquired by the United States from Denmark, and for other purposes, approved March 3, 1917, to be applied under the direction of the President, \$343,440.

INVESTIGATION OF FUEL OIL AND OTHER FUEL: For an investigation of fuel oil, gasoline, and other fuel adapted to naval requirement including the question of supply and storage and the availability economically and otherwise of such supply as may be allowed by the naval reserves on the public domain, and for such other expenses for transportation and hire of vehicles in connection with naval petroleum reserves, as the Secretary of the Navy may deem appropriate for the purchase of necessary instruments and appliances, for the extension of the naval fuel-oil testing plant at the navy yard, Philadelphia, Pennsylvania, and the temporary employment of civilian experts and assistants, \$30,000: *Provided*, That the Secretary of the Navy is directed to take possession of all properties within the naval petroleum reserves as are or may become subject to the control and use by the United States for naval purposes, and on which there are no pending claims or applications for permits or leases under the provisions of an Act of Congress approved February 25, 1920, entitled "An Act to provide for the mining of coal, phosphate, oil, oil shale, gas, and sodium on the public domain," or pending applications for United States patent under any law; to conserve, develop, use, and operate the same in his discretion, directly or by contract, lease, otherwise, and to use, store, exchange, or sell the oil and gas produced thereof, and those from all royalty oil from lands in the naval reserves for the benefit of the United States: *And provided further*, That the rights of any claimant under said Act of February 25, 1920, are not affected adversely thereby: *And provided further*, That such sums have been or may be turned into the Treasury of the United States from royalties on lands within the naval petroleum reserves prior July 1, 1921, not to exceed \$500,000, are hereby made available for

until July 1, 1922: *Provided further*, That this appropriation be reimbursed from the proper appropriations on account of oil and gas products from said properties used by the United States at such rate, not in excess of the market value of the oil, as the Secretary of the Navy may direct.

**18, CIVILIAN NAVAL CONSULTING BOARD:** For actual expenses incurred by and in connection with the civilian Naval Consulting Board, including the services of one clerk, at \$1,400 per annum, in connection with the board at Washington, District of Columbia, \$15,000.

**19, NAVY:** For aviation, to be expended under the direction of the Secretary of the Navy for procuring, producing, constructing, preserving, storing, and handling aircraft, establishment and maintenance of aircraft stations for experimental work in development of aviation for naval purposes, and for the purchase or manufacture of special clothing, wearing apparel, and similar articles for aviation purposes, \$20,000,000, to be expended as follows: necessary aircraft, \$3,883,400; for necessary equipment for aircraft lighter than air and lighter than air craft, \$300,000; to continue construction of one rigid airship, \$1,500,000; for new construction of aircraft stations, \$4,962,000; for new equipment for training, for maintenance and operation of aircraft factory, helium stations, fleet activities, and conversion of tenders, testing stations, and for overhauling of planes, \$6,044,600; for continuing construction and development work on all types of aircraft, \$2,935,000; for classified force, \$275,000, and the money herein specifically appropriated for "Aviation" shall be disbursed and accounted for in accordance with existing law as "Aviation" and for that purpose shall be paid out of one fund: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy, for clerical, inspection, and messenger service for aircraft stations shall not exceed \$275,000: *Provided further*, That the Secretary of the Navy is hereby authorized to consider, ascertain, adjust, and decide and pay out of this appropriation the amounts due on claims for damages which have occurred or may occur to private property in connection with the operations of naval aircraft, where such claim exceeds the sum of \$500: *Provided further*, That all claims

## BUREAU OF NAVIGATION.

**TRANSPORTATION AND RECRUITING:** For travel allowance of enlisted men discharged on account of expiration of enlistment; transportation of enlisted men and apprentice seamen and applicants for enlistment at home and abroad, with subsistence and transfers en route or cash in lieu thereof; transportation to their homes, if residents of the United States, of enlisted men and apprentice seamen discharged on medical survey, with subsistence and transfers en route, or cash in lieu thereof; transportation of sick or insane enlisted men and apprentice seamen to hospitals, with subsistence and transfers en route or cash in lieu thereof; transportation of enlisted men of the Navy Reserve Force to and from duty, with subsistence and transfers en route, or cash in lieu thereof; transportation of civilian officers and crews of naval auxiliaries; apprehension and delivery of deserters and stragglers, and for railway guides and other expenses incident to transportation; expenses of recruiting for the naval service; rent, rendezvous and expenses of maintaining the same; advertising for and obtaining men and apprentice seamen; actual and necessary expenses in lieu of mileage to officers on duty with traveling recruiting parties, \$3,500,000.

The Bureau of Navigation, Navy Department, is hereby directed to furnish to the proper officers in the several States, Territories, insular possessions, and the District of Columbia of the United States on or before June 30, 1921, statements of the services of all persons from those several places who served in the Navy during the War with Germany, and for that purpose a sum not to exceed \$200,000 hereby appropriated for obtaining the necessary material and the employment of the necessary clerical force, and the further sum \$100,000 shall be allotted of the appropriation of \$404,140 for temporary employees, Bureau of Navigation, contained in the Legislative, Executive, and Judicial Appropriation Act for the fiscal year 1921: *Provided*, That no part of the said appropriation of \$404,140, or the appropriation of \$200,000 herein made, shall be used for the pay of any employee who is engaged on other than work of the Bureau of Navigation.

**RECREATION FOR ENLISTED MEN:** For the recreation, amusement, comfort, contentment, and health of the Navy, to be expended in the discretion of the Secretary of the Navy, under such regulations as he may prescribe: *Provided*, That not more than two persons shall be employed hereunder at a rate of compensation exceeding \$1,800 per annum, \$800,000.

**CONTINGENT:** Ferriage, continuous-service certificates, discharge good-conduct badges, and medals for men and boys, including civilian employees who render conspicuous service by putting their lives in jeopardy to save life or property; purchase of gymnastic apparatus; transportation of effects of deceased officers and enlisted men of the Navy, and of officers and enrolled men of the Navy Reserve Force who die while on duty; books for training apprentice seamen and landsmen; packing boxes and materials; books and models; stationery; and other contingent expenses and emergencies arising under cognizance of the Bureau of Navigation, unforeseen and impossible to classify, \$20,000.

**AND ENGINEERING EXERCISES:** Prizes, trophies, and excellence in gunnery, target practice, engineering exercises for economy in fuel consumption, to be awarded under as the Secretary of the Navy may formulate; for the printing, recording, classifying, compiling, and publishing and results; for the establishment and maintenance of galleries, target houses, targets, and ranges; for hiring ranges, and for transporting equipment to and from 0,000.

**ON FIRST ENLISTMENT:** During the fiscal year ending June the clothing and small stores fund shall be charged with all issues of clothing and small stores made to enlisted apprentice seamen required as outfits on first enlistment, and \$100 each, and for civilian clothing not to exceed \$150 men given discharges for bad conduct, undesirability, etc., and the uniform gratuity paid to officers of the Naval force.

**EXPENSES AND SUPPLIES:** Supplies for seamen's quarters; purchase of all other articles of equipment at home and abroad for the payment of labor in equipping vessels therewith; purchase of such articles in the several navy yards; all pilotages of ships of war; canal tolls, wharfage, dock and port dues and other necessary incidental expenses of a similar nature; materials in repairing, correcting, adjusting, and testing on shore and on board ship; nautical and astronomical instruments and repairs to same; libraries for ships of war, professors, schoolbooks, and papers; maintenance of gunnery training classes; compasses, compass fittings, including gimbals, and other appendages of ship's compasses; log appliances for measuring the ship's way, and leads and lines for sounding; photographs, photographic instruments, materials, printing outfit and materials; and for the services of civilian electricians for gyrocompass testing and inspection,

**ON LAKE SURVEYS:** Hydrographic surveys, including the necessary hydrographic surveyor, cartographic drafts-  
men, and for the purchase and printing of nautical charts and sailing directions, \$105,000. Provided, That the

NAVAL TRAINING STATION, RHODE ISLAND: Maintenance of naval training station, Rhode Island: Labor and material, building and wharves; dredging channels; extending sea walls; repairs causeway and sea wall; general care, repairs, and improvements grounds, buildings, and wharves; wharfage, ferriage, and street car fare; purchase and maintenance of live stock, and attendance on same; wagons, carts, implements, and tools, repairs to same, including the maintenance, repair, and operation of two horse-drawn passenger-carrying vehicles to be used only for official purposes; fire engines and extinguishers; gymnastic implements; models and other articles needed in instruction of apprentice seamen; printing outfit and materials, and maintenance of same; heating and lighting stationery, books, schoolbooks, and periodicals; fresh water, and washing; packing boxes and materials; and all other contingent expenses; lectures and suitable entertainments for apprentice seamen; in all, \$275,000: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, drafting, inspection, and messenger service for the fiscal year ending June 30, 1921, shall not exceed \$15,701.60.

NAVAL TRAINING STATION, GREAT LAKES: Maintenance of naval training station: Labor and material; general care, repairs, and improvements of grounds, buildings, and piers; street car fare; purchase and maintenance of live stock, and attendance on same; wagon carts, implements, and tools, and repairs to same, including the maintenance, repair, and operation of one horse-drawn passenger-carrying vehicle to be used only for official purposes; fire apparatus and extinguishers; gymnastic implements; models and other articles needed in instruction of apprentice seamen; printing outfit and materials and maintenance of same; heating and lighting, and repairs to power plant equipment, distributing mains, tunnel, and conduits; stationery, books, schoolbooks, and periodicals; washing; packing boxes and materials; lectures and suitable entertainments for apprentice seamen; and all other contingent expenses: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, drafting, inspection, and messenger service for the fiscal year ending June 30, 1921, shall not exceed \$45,000; in all, naval training station, Great Lakes, \$575,000.

NAVAL TRAINING STATION, NAVAL OPERATING BASE, HAMPTON ROADS, VIRGINIA: Maintenance of naval training station at naval operating base, Virginia: Labor and material, general care, repairs and improvements; schoolbooks; and all other incidental expenses: *Provided* That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, drafting, inspection and messenger service for the fiscal year ending June 30, 1921, shall not exceed \$25,000; in all, \$375,000.

The Secretary of the Navy is hereby authorized, in his discretion to establish at two of the permanent naval training stations experimental summer schools for boys between the ages of sixteen and twenty years. For this purpose he is authorized to use such buildings, or other accommodations, at such training stations; to loan naval equipment necessary for such purposes, and to give instruction which will fit them for service in the Navy of the United States. He is empowered to establish and enforce such rules within the camp as may be necessary and to detail such members of the naval personnel as may be required in order to encourage and execute the spirit

The Secretary of the Navy is further authorized to loan the naval uniforms during the period of training and to furnish medical attendance, and other necessary incidental expenses for those attending these schools: *Provided*, That those persons, with the consent of their parents or their guardians, in the Naval Reserve Force for not less than three months, and persons not so enrolled shall be admitted to said training for carrying out the provisions of this paragraph the sum is appropriated.

**RESERVE FORCE:** For expenses of organizing, administering the Naval Reserve Force and Naval Militia; for purchase and rental of armories, including the pay of necessities, and for wharfage, \$50,000: *Provided*, That no part of the sum appropriated in this Act shall be used for the training of members of the Naval Reserve Force except with his own consent: *Further*, That, until June 30, 1922, of the Organized Militia by law, such part as may be duly prescribed in any State, or the District of Columbia shall constitute a Naval Militia; and from June 30, 1922, such of the Naval Militia as now is in existence as now organized and prescribed by the Secretary of the Navy under the authority of the Act of Congress approved February 16, 1917, shall be a part of the Naval Reserve Force, and the Secretary of the Navy is authorized to maintain and provide for said Naval Militia in said Act: *Provided further*, That upon their enrollment in the Naval Reserve Force, and not otherwise, until June 30, 1922, members of said Naval Militia shall have all the benefits, gratuities, and emoluments provided by law for other members of the Naval Reserve Force; and that, with the approval of the Secretary of the Navy, duty performed in the Naval Militia may be counted in service for the maintenance of efficiency required by law for members of the Naval Reserve Force: *And provided further*, That all moneys appropriated for the Naval Reserve Force or for the Naval Militia shall constitute one fund and hereby are made available, under the direction of the Secretary of the Navy, for both.

**RECEIVING BARRACKS:** Maintenance of receiving barracks, \$100,000.

**WAR COLLEGE, RHODE ISLAND:** For maintenance of the College on Coasters Harbor Island, including the maintenance, repair, and operation of one horse-drawn passenger-carrying

at \$420; three scrubbers, at \$360 each; one head waitress, at \$480; ten waitresses, at \$360 each; one kitchen attendant, at \$540; five laborers, at \$600 each; five laborers, at \$540 each; one stable keeper and driver, at \$660; one master at arms, at \$900; two house corporals, at \$600 each; one barber, at \$600; one carpenter, at \$1,200; one painter, at \$1,200; one painter, at \$1,020; one engineer, \$1,080; four laborers, at \$720 each; two laborers, at \$840 each; one laborer, at \$660; one chauffeur, coal truck, at \$960; one chauffeur, small truck, at \$840; one chauffeur, governor's car, \$840; one electrician, \$1,400; two stenographers and typewriters, at \$1,400 each; one stenographer and typewriter, \$1,200; one stenographer and typewriter, \$1,000; one telephone operator, \$900; total for employees \$47,280.

**MAINTENANCE:** Water rent, heating, and lighting; cemetery, burial expenses and headstones; general care and improvements of grounds, buildings, walls, and fences; repairs to power-plant equipment, implements, tools, and furniture, and purchase of the same; music in chapel and entertainments for beneficiaries; stationery, books, and periodicals; transportation of indigent and destitute beneficiaries to the Naval Home, and of sick and insane beneficiaries, their attendants and necessary subsistence for both, to and from other Government hospitals; employment of such beneficiaries in and about the Naval Home, as may be authorized by the Secretary of the Navy, on the recommendation of the governor; support of beneficiaries, and all other contingent expenses, including the maintenance, repair, and operation of one horse-drawn passenger-carrying vehicle, two motor-propelled vehicles, and one motor-propelled passenger-carrying vehicle, to be used only for official purposes, \$110,366; in all, Naval Home, \$157,646, which sum shall be paid out of the income from the naval pension fund.

#### BUREAU OF ORDNANCE.

**ORDNANCE AND ORDNANCE STORES:** For procuring, producing, preserving, and handling ordnance material; for the armament of ships, for fuel, material, and labor to be used in the general work of the Ordnance Department; for furniture at naval ammunition depots, torpedo stations, naval ordnance plants, and proving grounds; for maintenance of proving grounds, powder factory, torpedo stations, gun factory, ammunition depots, and naval ordnance plants, and for target practice; for the maintenance, repair, or operation of horse-drawn and motor-propelled freight and passenger-carrying vehicles to be used only for official purposes at naval ammunition depots, naval proving grounds, naval ordnance plants, and naval torpedo stations, and for the pay of chemists, clerical, drafting, inspection, and messenger service in navy yards, naval stations, naval ordnance plants, and naval ammunition depots: *Provided*, Quarterly reports on all gasoline passenger and freight automobiles shall be made on Form numbered 124, and one copy of each report shall be filed in the Bureau of Yards and Docks: *Provided further*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for chemists, clerical, drafting, inspection, watchmen, and messenger service in navy yards, naval stations, naval ordnance plants, and naval ammunition depots for the fiscal year ending June 30, 1921, shall not exceed \$2,000,000; in all, \$17,500,000.

and manufacture of smokeless powder, \$200,000.

ENTS, BUREAU OF ORDNANCE: For experimental work in ing of armor-piercing and torpedo shell and other projec-powders, and high explosives, in connection with prob-attack of armor with direct and inclined fire at various using the purchase of armor, powder, projectiles, and above purposes and of all necessary material and labor n therewith; and for other experimental work under the of the Bureau of Ordnance, in connection with the devel-rdnance material for the Navy, \$200,000.

ENT, BUREAU OF ORDNANCE: For miscellaneous items, tage, expenses of light and water at ammunition depots , tolls, ferriage, technical books, and incidental expenses spection of ordnance material, \$25,000.

#### BUREAU OF YARDS AND DOCKS.

ANCE, BUREAU OF YARDS AND DOCKS: For general main-yards and docks, namely, for books, maps, models, and urchase and repair of fire engines; fire apparatus and chinery; operation, repair, purchase, maintenance of driving teams, carts, timber wheels, and all vehicles, otor-propelled and horse-drawn passenger-carrying vehi-ed only for official purposes, and including motor-propelled freight-carrying purposes only for use in all navy yards tations; tools and repair of the same; stationery; furni-vernment houses and offices in navy yards and naval al and other fuel; candles, oil, and gas; attendance on ower plants; cleaning and clearing up yards and care of ttendance on fires, lights, fire engines, and fire apparatus ; incidental labor at navy yards; water tax, tolls, and y of watchmen in navy yards; awnings and packing pay for employees on leave, \$6,500,000: *Provided*, That be paid out of this appropriation under the direction of ry of the Navy for clerical, inspection, drafting, messen-her classified work in the navy yards and naval stations, lar expenditures in the Bureau of Yards and Docks, for ear ending June 30, 1921, shall not exceed \$1,300,000:

in first and third wings, Bancroft Hall, \$69,000; plant, \$85,000; improvement of swimming tank, \$160,000.

NAVY YARD, NORFOLK, VIRGINIA: Steel structure, \$220,000; crane for building slip, \$50,000; improvements to continue, \$250,000; in all, \$520,000.

NAVY YARD, CHARLESTON, SOUTH CAROLINA: Improvements to continue, \$40,000.

NAVAL STATION, KEY WEST, FLORIDA: Distillery, \$30,000.

NAVAL STATION, NEW ORLEANS, LOUISIANA: Improvements to continue, \$30,000.

That a special joint committee is hereby created of five Members of the Senate to be appointed by the Senate, and five Members of the House of Representatives to be appointed by the Speaker of the House of Representatives shall investigate the advisability of establishing and maintaining a naval base on San Francisco Bay and tributary thereto. The committee shall prepare estimates of the cost of acquiring, establishing, developing such sites and shall report to the Congress on or not later than December 31, 1920, the results of their investigation together with such other recommendations, estimates of cost as it deems proper, including information as to the channel to Mare Island Navy Yard and a sufficient anchorage at Mare Island.

That said committee shall also investigate and report on the advisability and cost of establishing a naval base at Sand Point, King County, Washington; a submarine base at Port Angeles Harbor (San Pedro), California; and a submarine and aviation base at Port Angeles, Washington.

That the Secretary of the Navy is hereby directed to employ such technical experts to assist the committee as may be necessary.

ary of the Navy is hereby authorized to exchange a tract containing ten and four hundred and twenty-seven thousandths or less, owned by the United States, comprising a portion of a radio station, South San Francisco, California, for a tract containing ten and four hundred and twenty-seven thousandths, more or less, owned by the South San Francisco Land Development Company, to execute the necessary instruments for an exchange, and to make just compensation to said company for dismantling radio mast and terminating existing lease, of \$6,000, or so much thereof as may be required, is appropriated for the foregoing purposes.

ary of the Navy is hereby authorized to accept from the City of San Diego, California, free from encumbrances and conditions of sale, at a cost to the United States Government, a certain tract of land containing one hundred and twenty-seven acres, more or less, site for naval station uses and purposes, being land now owned by the United States Shipping Board Emergency Fleet Corporation, and a certain other tract of land known as block fourteen in San Diego, California, together with the land lying between said tracts and the waters of the harbor, and all riparian rights, for the foregoing purposes.

**D, MARE ISLAND, CALIFORNIA:** Maintenance of dikes and levees, \$100,000; underground electrical distributing system, \$75,000; in all, \$175,000.

**ED, PUGET SOUND, WASHINGTON:** Railroad extensions, grading, filling, and sea-wall construction, to continue, \$50,000; locomotive cranes, \$30,000; keel for Dock No. 2, \$40,000; in all, \$320,000.

**STATION, PEARL HARBOR, HAWAII:** Electric connections to the shore, \$5,000; central power plant extensions, \$200,000; quay and wharf, \$330,000; machine shop, to complete, \$100,000; electric-system extensions, \$30,000; oxy-acetylene welding, \$5,000; marine railway, to complete, \$200,000; in all, \$870,000.

ary of the Navy is hereby authorized to exchange a tract containing eighty-one and seven-tenths acres, more or less, of the Puuloa Rifle Range Reservation, located at the edge of Pearl Harbor, Hawaii, forming the northeasterly portion of the harbor, for a tract containing ten and four hundred and twenty-seven thousandths or less, owned by the United States, comprising a portion of a radio station, South San Francisco, California, for a tract containing ten and four hundred and twenty-seven thousandths, more or less, owned by the South San Francisco Land Development Company, to execute the necessary instruments for an exchange, and to make just compensation to said company for dismantling radio mast and terminating existing lease, of \$6,000, or so much thereof as may be required, is appropriated for the foregoing purposes.

NAVAL MAGAZINE, PUGET SOUND, WASHINGTON: Magazine T. N. T., \$25,000.

NAVAL AMMUNITION DEPOT, PEARL HARBOR, HAWAII: Shell house, \$70,000; roads and walks, \$10,000; in all, \$80,000.

NAVAL TRAINING STATION, GREAT LAKES, ILLINOIS, BUILDING: Toward shore protection and harbor development, to cost \$500,000.

DEPOTS FOR COAL: For depots for coal and other fuel: Contingent, \$50,000; care and custody of naval petroleum reserves, \$10,000; water system at Yorktown, Virginia, \$25,000; in all, \$85,000.

NAVAL OPERATING BASE, HAMPTON ROADS, VIRGINIA: Hot water returns to boiler house, \$100,000; additional railroad track, \$25,000; comfort stations, \$36,000; sanitation, \$10,000, which sum is hereby made immediately available for the control of malaria and mosquito breeding; in all, \$171,000.

NAVAL HOSPITAL, NORFOLK, VIRGINIA: Purchase of land for track, \$450.

NAVAL HOSPITAL, PHILADELPHIA, PENNSYLVANIA: Operating pavilion, \$30,000.

MARINE BARRACKS, SAN DIEGO, CALIFORNIA: Toward the further development of the Marine Corps base, \$500,000.

NAVAL FUEL DEPOT, SAN DIEGO, CALIFORNIA: Increase capacity of marine railway to two thousand five hundred tons and transfer same to naval station site on San Diego Bay, California, and to provide additional shore facilities at said station, \$750,000; toward construction of a storehouse and fleet landing at the foot of Broad San Diego, California, \$400,000; in all, \$1,150,000.

SUBMARINE BASE, NEW LONDON, CONNECTICUT: Toward the completion of a submarine base, at New London, Connecticut, \$500,000.

SUBMARINE AND DESTROYER BASE, COLUMBIA RIVER: Toward development of a submarine and destroyer base, and the Secretary of the Navy is hereby authorized to accept from the city of Astoria, Oregon, free from encumbrances and conditions and without cost to the United States Government, a certain tract of land at Toke Point, Columbia River, for use as a site for a naval submarine destroyer base, and containing one hundred and fifteen acres, or less, of hard land and two hundred and fifty-six acres of merged land, \$250,000.

TRAINING STATION, SAN DIEGO, CALIFORNIA: Toward the development of a permanent training station, San Diego, California, \$1,000,000.

REPAIRS AND PRESERVATION AT NAVY YARDS: For repairs and preservation at navy yards, fuel depots, fuel plants, and stations, \$3,000,000.

Total public works, \$10,751,950, and the amounts herein appropriated therefor, except for repairs and preservation at navy yards and stations, shall be available until expended.

#### BUREAU OF MEDICINE AND SURGERY.

MEDICAL DEPARTMENT: For surgeon's necessities for vessels in commission, navy yards, naval stations, and Marine Corps; and for the civil establishment at the several naval hospitals, navy yard medical supply depots, Naval Medical School and Dispensary.

and Naval Academy, including one bookkeeper at the clerk at \$1,400 at the naval medical supply depot, \$500,000: *Provided*, That the sum to be paid out of appropriation, under the direction of the Secretary of the Navy, for service in naval hospitals, dispensaries, medical supply depot, Naval Medical School, for the fiscal year ending June 30, 1901, shall not exceed \$150,000.

**T, BUREAU OF MEDICINE AND SURGERY:** For tolls and expenses, transportation, and burial of the dead, including expenses within the United States, and supernumerary patients in naval hospitals; purchase of cemetery lots; purchase of stationery, binding of medical records, unbound books, maps; hygienic and sanitary investigation and illustration; hygienic, and special instruction, including the printing of naval medical bulletins and supplements; purchase of nonpassenger-carrying wagons, automobile ambulance; purchase of and feed for horses and cows; repair, and operation of two passenger-carrying motor vehicles; purchase of motor-propelled vehicle for official use only for the medical department; purchase of patient medical service at the Naval Academy, and a motor-propelled vehicle for the transportation of convalescent patients and for the Naval Hospital at Las Animas, Colorado, to be used for official purposes; trees, plants, care of grounds, gardeners; incidental articles for the Naval Medical School dispensary, Washington, naval medical supply depots, and at Naval Academy and marine barracks; washing department at Naval Medical School and naval dispensary, Washington, naval medical supply depots, sick quarters at army and marine barracks, dispensaries at navy yards, stations, and ships; and for minor repairs on buildings of the United States Naval Medical School and naval supply depots; rent of rooms for naval dispensary, Washington, District of Columbia, not to exceed \$1,200; for the care, and treatment of the insane of the Navy and Marine Hospital for the Insane; for dental outfits and

**CARE OF HOSPITAL PATIENTS:** For treatment of patients, including supernumeraries other than naval hospitals, \$100,000.

**BUREAU OF SUPPLIES AND**

**PAY OF THE NAVY:** Pay and allowances of officers on sea duty and other duty, and \$33,655,372; officers on the retired list of quarters for officers, including boatswains, sailmakers, machinists, pharmacists, purveyor, constructor, and assistant naval constructors, members of Nurse Corps (female), \$1,000; officers serving with troops where there are no quarters to the Government, and where there are no quarters possessed by the United States to the extent of quarters not to exceed the amount they receive where they are not serving with troops; officers and enlisted men on sea duty and on shore duty deprived of their quarters on board ships or in barracks on conditions which may render them unable to obtain quarters; enlisted men on the retired list, \$1,067; pay of enlisted men listing under honorable discharge, \$1,000; pay of petty officers by men, \$30,000; pay of petty officers and seamen, including men in the apprentice schools, and pay of enlisted men detailed for duty with the Fish Commission, \$61,603,059; pay of enlisted men undergoing training at training stations and on board ships, \$431,280, and as many machinists as there are vacancies to time deemed necessary to appoint; pay of enlisted men prescribed by law, \$1,357,200; pay of enlisted men on shore duty; rent of quarters for members of the Navy; pay and active-service pay of members of the Navy, \$12,000,000; payment of \$60 discharge bonus for losses of property and \$10,000; in all, \$120,876,537; and the money appropriated for "Pay of the Navy" shall be paid in accordance with existing law as amended; that purpose shall constitute one fund; that no part of the money so provided by existing law shall not be available for the payment of the Naval Reserve Force who fails to train for the year for which he fails to train.

That hereafter, immediately upon official death of any officer, enlisted man, or nurse on active service in the Navy or Regular Marine Corps, or on shore duty, the Paymaster General of the Navy shall pay to the widow, and if there be no widow to the child, or if there be no widow or child, to any other person entitled to the same, an amount equal to six months' pay and allowances of the officer, enlisted man, or nurse at the date of his death; the Secretary of the Navy shall establish reg-

man or nurse having no wife or child to designate the dependent relative to whom this amount shall be paid in case of death. Said amount shall be paid from funds appropriated by the Navy and pay of the Marine Corps, respectively. That nothing in this section or in other existing law shall be construed as making the provisions of this section applicable to officers, enlisted men, or nurses of any forces of the United States other than those of the regular Navy and Marine Corps, and nothing in this section shall be construed to apply to inferior grades to any officers except those holding permanent appointments in the Regular Navy or Marine Corps: but the provisions of this section shall apply to the officers and men of the Coast Guard, and the Secretary of the Treasury shall make payment to be made accordingly.

The Superintendent of the Coast and Geodetic Survey shall receive the same rank, pay, and allowances of a captain in the Navy, and after he shall be appointed by the President, by and with the advice and consent of the Senate, from the list of commissioned officers of the Coast and Geodetic Survey not below the rank of commander, for a term of four years, and may be reappointed for further terms of four years each.

SEC. 15. NAVY: For provisions and commuted rations for officers and marines, which commuted rations may be paid for messes, in case of death or desertion, upon orders of commanding officers, commuted rations for officers on sea duty and commissioned officers of the line, Medical and Supply officers, chief boatswains, chief gunners, chief carpenters, chief stewards, chief pay clerks, and chief sailmakers) at 68 cents per day for midshipmen at \$1.08 per diem, and commuted rations for officers on account of sick in hospital and credited at the rate of 68 cents per day to the naval hospital fund; subsistence of officers unavoidably detained or absent from vessels to which they are ordered (during which subsistence rations to be paid on board ship and no credit for commutation therefor to be allowed); subsistence of men on detached duty; subsistence of members of the naval auxiliary service; subsistence of members of the Reserve Force during period of active service; expenses

materials; interior fittings for general st accounting offices in navy yards; expense coffee mills and repair thereto; expenses and machinery for the same; laboratory e cles of equipage at home and abroad u Bureau of Supplies and Accounts, and f equipping vessels therewith, and the mar the several navy yards; musical instrume soap on board naval vessels; athletic outf stores, safes, and other incidental expen houses, paymasters' offices, and accounti naval stations, including naval stations r sions under the control of the United Stat stores purchased and manufactured u advances," and the accounting officers of and directed to credit "General accou amount of the net losses which may be General of the Navy as having been inc stocks in the naval supply account; an priations of the Department of Agricult meats and meat food products for the N That the sum to be paid out of this app tion of the Secretary of the Navy, for inspection, and messenger service in t departments of the navy yards and na offices for the fiscal year ending June \$3,500,000; in all, \$10,500,000.

FREIGHT, BUREAU OF SUPPLIES AND express charges pertaining to the Navy I except the transportation of coal for t Accounts, \$2,000,000.

FUEL AND TRANSPORTATION: Coal and ships' use, including expenses of transport the same; maintenance and general oper fuel depots and fuel plants; water for a vessels; and ice for the cooling of wate transportation and storage of both, \$10, United States Shipping Board shall not Navy Department for the charter hire o furnished from July 1, 1918, to June 30, of that department when such vessels are Government: *Provided further*, That \$1,0 shall be available for use, in the discret Navy, in mining coal or contracting for t portation of the same, and the construct necessary docks for use in supplying ship tary of the Navy is hereby authorized to lands in Alaska such areas as may be nec purposes stated herein.

#### BUREAU OF CONSTRUCTION

CONSTRUCTION AND REPAIR OF VESS completion of vessels on the stocks and in

stores of all kinds; steam steerers, pneumatic steerers, jans, steam windlasses, and all other auxiliaries; labor in and on foreign stations; purchase of machinery and tools hobs; carrying on work of experimental model tank and ; designing naval vessels; construction and repair of yard rs, and barges; wear, tear, and repair of vessels afloat; , increase, and protection of the Navy in the line of con- id repair; submarine chasers, patrol boats; incidental ex- vessels and navy yards, inspectors' offices, such as photo- ooks, professional magazines, plans, stationery, and in- or drafting room, and for pay of classified force under the hemp, wire, iron, and other materials for the manufacture anchors, cables, galleys, and chains; specifications for ereof shall be so prepared as shall give fair and free com- nvas for the manufacture of sails, awnings, hammocks, ork; interior appliances and tools for manufacturing pur- ry yards and naval stations; and for the purchase of all s of equipage at home and abroad; and for the payment equipping vessels therewith and manufacture of such e several navy yards; naval signals and apparatus, other ic, namely, signals, lights, lanterns, running lights, and heir appendages for general use on board ship for illumi- oses; and oil and candles used in connection therewith; l other materials for making and repairing flags of all all permanent galley fittings and equipage; rugs, car- ns, and hangings on board naval vessels, \$31,000,000: hat the Secretary of the Navy is authorized to make s from the appropriation "Increase of the Navy, Con- ad Machinery" for repairs and changes on either the or Kentucky in an amount not to exceed \$2,000,000: ther, That the Secretary of the Navy is hereby authorized n behalf of the United States of America, from the city nsylvania, free from all encumbrances and conditions and t to the United States Government, title to the naval a; and, upon delivery of said vessel to the United States, penditures from the appropriation "Construction and ssels," for the restoration, preservation, and maintenance el in the city of Erie, Pennsylvania, including the con-

## BUREAU OF STEAM ENGINE

**ENGINEERING:** For repairs, preservation, auxiliary machinery, and boilers of ships' boats, distilling and refrigerating, and renewals of electric interior communications and all electrical appliances of naval vessels, except range finders, batimeters and indicators, and motors and used to operate machinery belonging to and fire-control equipments for antiaircraft maintenance and operation of coast signals; exceed \$20,000 for the purchase of land stations; equipage, supplies, and material the bureau required for the maintenance of vessels, yard craft, and ship's boats; purchase preservation of machinery, tools, and apparatus, pay of classified force under the for naval vessels, navy yards, and static engineering experiment station, such as books and periodicals, stationery, and instruments, supplies, and technical books to carry on experimental and research work naval radio laboratory: *Provided*, That the appropriation, under the direction of the clerical, drafting, inspection, and messengers, naval stations, and offices of United States and engineering material for the fiscal year shall not exceed \$2,500,000; in all, engine Bureau of Steam Engineering hereafter shall be Bureau of Engineering."

**ENGINEERING EXPERIMENT STATION, NAVAL ACADEMY, ANNAPOLIS, MARYLAND:** For extended experimentation of naval apparatus and apparatus; purchase and installation of apparatus considered applicable for test and use for maintenance and equipment of buildings.

## NAVAL ACADEMY

**PAY, NAVAL ACADEMY:** Pay of professors and instructors; Pay of professors and instructors, librarian, \$385,000.

One swordmaster, \$1,900—assistants: one master in physical training, \$2,200; instructor—one \$2,100, two at \$2,000 each, seven librarians, \$2,500; cataloguer, \$1,800; shelf clerk; secretary of the Naval Academy, \$2,000 each; two at \$1,900 each; two at \$1,800 each; four at \$1,400 each, twenty-three at \$1,000 each; repair man or seamstress, \$1,000; school choirmaster and organist at chapel, \$1,700; \$1,600; second captain of the watch, \$1,400 each; five telephone switchboard

per, \$1,200; in all, pay of professors and others, Naval \$36,350.

**INT OF ORDNANCE AND GUNNERY:** For leading ordnancemen, ordnance helpers, electricians, and other \$19,806.64.

**INTS OF ELECTRICAL ENGINEERING AND PHYSICS:** For machinists, mechanics, laboratorians, and other employees,

**INT OF SEAMANSHIP:** Three coxswains, at \$1,176.88 each; two seamen, at \$826.32 each; \$8.08.

**INT OF MARINE ENGINEERING AND NAVAL CONSTRUCTION:** Master machinists, assistants, pattern makers, boiler makers, smiths, machinists, molders, coppersmiths, who shall be practical instructors of midshipmen, and other employees, \$712.40.

**GALE DEPARTMENT:** For chief clerk and purchasing agent, and cooks, steward and assistant stewards, stenographers, and waiters and assistant head waiters, head pantrymen, and bakers, butchers, truck chauffeurs, mechanics for trucks, firemen, seamstresses, and necessary pantrymen, helpers, baker's helpers, waiters, coffeeemen, dish pantrymen, linenmen, laundrymen, scullions, and other unskilled employees, wages to be determined by the Superintendent of the Naval Academy, and in no case to exceed \$75 per month of unskilled and unclassified employees, \$397,606.16: that no employee paid under the provisions of this paragraph receive a salary in excess of \$2,000.

**INT OF BUILDINGS AND GROUNDS:** One messenger to attend, \$1,001.60; necessary building attendants, in all, \$146,438.40.

Establishment, \$1,082,407.52.

**AND MISCELLANEOUS EXPENSES, NAVAL ACADEMY:** Reference books for use of instructors; stationery, blank forms, models, maps, and periodicals; apparatus and material for instruction in physical training and athletics; expenses and entertainments not exceeding \$1,000, including pay of lecturer; chemicals, philosophical apparatus and

books, periodicals, maps, models, and drawings of fire engines; fire apparatus and parts and maintenance of all horses and horse-drawn vehicles at the academy, including the maintenance of three horse-drawn passenger-carrying vehicles for official purposes; seeds and plants; tool stationery; furniture for Government buildings at the academy, including furniture for midshipsmen's quarters; fuels; candles, oil, and gas; attendance on fires, lights, fire engines, fire apparatus, telegraph, and clock systems; incidental expenses; tax, postage, telephones, telegrams, tolls, and awnings; packing boxes; fuel for heating quarters; pay of inspectors and draftsmen for instruments; and for pay of employees of the academy.

Rent of buildings for the use of the academy for bandsmen, at \$15 per month each.

In all, maintenance and repairs, \$1,218.

In all, Naval Academy, exclusive of purchase of supplies, \$1,218.

#### MARINE CORPS

**PAY, MARINE CORPS:** Pay of officers, and pay and allowances prescribed by law for enlisted men and reserve list, \$3,705,952.

For pay of officers prescribed by law, major generals, four brigadier generals, eleven colonels, twenty-three majors, thirty-nine lieutenants, seven second lieutenants, quartermaster clerk, two pay clerks, and others placed thereon during the year, including those now or may hereafter be provided for and assigned to active duty, \$278,740.

Pay of enlisted men, active and reserve of noncommissioned officers, musicians, and others, by law, and for the expenses of clerks of the Marine Corps traveling under orders, and including for enlisted men of the Marine Corps quarters, sharpshooters, marksmen, or regularly designated, mess sergeants, cooks, messengers, good-conduct medals, pins, or bars, incurred by enlisted men, post-exchange debts of enlisted men, as the Secretary of the Navy may prescribe allowance of discharged enlisted men, and for gunnery exercise and target practice, and designated as Navy mail clerks and assistants afloat and ashore, \$10,308,331.20.

The authorized enlisted strength of the Marine Corps is hereby permanently established at four hundred, distribution in the various grades in proportion as provided under existing law and for serving temporarily in the grades of captains.

ge of this Act shall be eligible to fill existing vacancies hereby created in the permanent authorized strength in by transfer to or reappointment in the permanent Marine grades not above that of captain. Transfers so made out regard to age, and if found not qualified for transfer grade as that held by them on the date of transfer then des after qualification. All officers so transferred shall the satisfaction of the Secretary of the Navy, under such ay prescribe, their mental, moral, professional, and physi- tions to perform the duties of the grade to which trans- pointed and shall take precedence with each other and ficers of the Marine Corps in such order as may be recom- board of marine officers and approved by the Secretary : *Provided*, That all persons who served honorably as e Marine Corps or Marine Corps Reserve on active duty between April 6, 1917, and the date of the passage of d who have been honorably discharged or assigned to y shall be eligible for permanent appointment in the same nk than that held on discharge or assignment to inactive t above the rank of captain, to fill vacancies existing or ed in the permanent authorized strength of the Marine the same conditions as those above prescribed for officers ervice: *Provided further*, That officers now holding tem- missions in the Marine Corps and who have had more than rvice therein, if not found qualified for permanent com- d who are recommended by the board herein provided appointed warrant officers in the Marine Corps; and the umber of warrant officers is hereby increased by a num- xceed fifty to provide for the appointment of the afore- : *Provided further*, That all transfers and appointments rdance with the provisions of this section shall be accom- ne 30, 1921: *Provided further*, That the officers now hold- ry appointments as commissioned officers in the Marine etain their temporary commissions until the permanent ts provided for in the foregoing section shall have been

nd allowances prescribed by law of enlisted men on the

In the office of the paymaster: One clerk, at \$1,500.

In the office of the adjutant and inspectors: One chief clerk, at \$2,250; one clerk, at \$1,800; clerk, at \$1,400; one clerk, at \$1,200.

In the office of the quartermaster: Ten clerks, at \$2,750; one chief clerk, at \$1,800 each; one clerk, at \$1,500; two clerks, at \$1,200 each; technical engineer \$2,000.

In the office of the assistant quartermaster: One chief clerk, at \$2,500.

In the office of the assistant quartermaster: One chief clerk, at \$2,500; one clerk, at \$1,500.

For temporary employees in offices at and at Marine Corps posts, \$100,000: *Provisionally* to be employed hereunder at a rate of compensation per annum.

In all, for pay of civil force, \$146,711 specifically appropriated for pay of the enlisted force and accounted for in accordance with the Marine Corps, and for that purpose \$146,711.

In all, pay, Marine Corps, \$15,032,779.

#### MAINTENANCE, QUARTERMASTER'S DEPARTMENT

**PROVISIONS, MARINE CORPS:** For enlisted men, subsistence and lodging of enlisted men; cash in lieu thereof; commutation of ratio for detailed as clerks and messengers; payment of applicants for enlistment while held under recruiting parties, and enlisted men where they do not receive subsistence, or in lieu of board to recruiting parties, and enlisted men to such rate as the Secretary of the Navy may determine; and their maintenance where required for the troops and for cold storage; ice for refrigerations, \$4,244,498.

**CLOTHING, MARINE CORPS:** For enlisted men, \$1,856,690.

**FUEL, MARINE CORPS:** For heat, light, and other authorized allowance of quarters and other buildings and grounds pertaining to buildings erected by authority of the Marine Corps reservations by welfare or otherwise, fuel, electricity, and oil for cooking, power, and sales to officers, \$450,000.

**MILITARY STORES, MARINE CORPS:** For purchase and repair of military stores, such as rifles, revolvers, cartridge boxes, bayonets, blanket bags, canteens, rifle slings, swivel chairs, waistbelts, waist plates, cartridge belts, rifles, machetes; tents, field cots, field cooking utensils, and instruments for bands; purchase of musical instruments, \$450,000.

field sports for enlisted men, signal equipment and stores; and marking of prizes for excellence in gunnery and rifle good-conduct badges; medals and buttons awarded to enlisted men by the Government for conspicuous, gallant, and service; incidental expenses of schools of application; uniforms, equipment, and maintenance of school, library, and mess rooms and gymnasiums for enlisted men, establishment, and maintenance of camps of instruction, target ranges, and prize fees in competitions; procuring, preserving, and handling of ammunition and other necessary military supplies; in all,

**TRANSPORTATION AND RECRUITING, MARINE CORPS:** For transportation of troops, and of applicants for enlistment between recruiting stations and recruiting depots or posts, including ferrriage and mileage en route, or cash in lieu thereof; toilet kits for issue to recruits upon their first enlistment and the expense of the recruit-ment, \$800,000.

**REPAIRS OF BARRACKS, MARINE CORPS:** Repairs and improvements of barracks, quarters, and other public buildings at posts and stations; the renting, leasing, and improvement of buildings in the District of Columbia, with the approval of the Public Buildings Commission, and at such other places as the public exigencies require; the erection of temporary buildings upon the approval of the Secretary of the Navy; such temporary buildings as may be erected in pursuance hereof at a total cost not to exceed \$10,000 per year, \$250,000.

**MARINE CORPS:** For forage in kind and stabling for public horses of the Quartermaster's Department and the authorized officers' horses, \$100,000.

**COMMUTATION OF QUARTERS, MARINE CORPS:** Commutation of quarters for enlisted men on recruiting duty, for officers and enlisted men with troops where there are no public quarters belonging to the Government, and where there are not sufficient quarters provided by the United States to accommodate them, for enlisted men employed as clerks and messengers in the offices of the commandant, adjutant and inspector, paymaster, and quartermaster, and in the offices of the assistant adjutant and inspectors, assistant quartermasters, at \$21 each per month, and

garrison equipage and implements; mess and for properly constituted officers' messing paper, oilcloth, crash, rope, twine, gut-carbonized paper, carpenters' tools, tools purchase, hire, repair, and maintenance motor wagons, armored automobiles, caissons and horse-drawn passenger-carrying vehicles for official purposes, and other vehicles as required for transportation of troops and supplies and for other purposes; purchase of public horses and mules, veterinary surgeons, and medicines for public animals; purchase of mounts for a number of officers' horses; purchase of mounts for all officers below the grade of major; shoeing for public animals and the authorized personnel; purchase and repair of horse-drawn wagons, caissons, and lawn mowers; purchase and repair of cooking and heating stoves; purchase of towels, soap, combs, and brushes for official purposes; purchase and registered postage; books, newspapers, and stationery for improving parade grounds; repairs of public buildings; straw for bedding, mattresses; mattress covers; furniture for Government quarters and recreation; purchase of officers' allowance of baggage on campaign; lubricants, disinfectants; for the maintenance of laundries; and for all other necessary expenses arising at home and abroad, but not to exceed, or classify, \$2,740,322: *Provided*, That no unexpended balance on June 30, 1920, of the Quartermaster's Department, Marine Corps, under the Naval Appropriation Act for 1920, be reappropriated and made immediately available for the present wooden stave water pipe barracks, Quantico, Virginia.

In all, for the maintenance of Quartermaster Corps, \$11,691,510; and the money here for the maintenance of the Quartermaster Corps, shall be disbursed and accounted existing law as maintenance, Quartermaster Corps, and for that purpose shall constitute Total, Marine Corps, exclusive of public

### INCREASE OF THE

INCREASE OF THE NAVY, CONSTRUCTION account of hulls and outfits of vessels and tofore authorized, to be available until ex

INCREASE OF THE NAVY, TORPEDO BOAT  
marine torpedo boats heretofore authorized  
expended, \$11,000,000.

**INCREASE OF THE NAVY, ARMOR AND ARTILLERY**  
and armament for vessels heretofore authorized,  
expended, \$45,000,000.

Total increase of the Navy heretofore a

ts of cost of the vessels heretofore authorized and herein aerated are increased as follows:

ips numbered 43 and 44 from \$11,250,000 to \$12,750,000.

ship No. 1, from \$3,250,000 to \$4,355,000.

tion ship numbered 1 from \$3,250,000 to \$3,550,000.

numbered 21 from \$1,100,000 to \$1,250,000.

ne (S) numbered 1 from \$1,500,000 to \$1,750,000.

nes (R) numbered 21, 22, 23, 24, 25, 26, and 27, from \$975,000.

part of any sum appropriated by this Act shall be used for se of the Navy Department at Washington, District of unless specific authority is given by law for such expendi-

part of the appropriations made in this Act shall be available salary or pay of any officer, manager, superintendent, or other person having charge of the work of any employee of the United States Government while making or causing to be made a watch or other time-measuring device a time study of any such employee between the starting and completion of the movements of any such employee while engaged in work; nor shall any part of the appropriations made in this Act be available to pay any premiums or bonus or cash reward to any such employee in addition to his regular wages, except for suggestions for improvements or economy in the operation of any Government; and that no part of the moneys appropriated in each or any of this Act shall be used or expended for the purchase or acquisition of any article or articles that, at the time of the proposed purchase, can be manufactured or produced in each or any of the navy yards of the United States, when time and facilities are available to make a sum less than it can be purchased or acquired otherwise. That the Secretary of the Navy is hereby authorized to detail any member of the active duty, with their own consent, members of the United States Navy Force in enlisted ratings, the number so employed during any fiscal year the average of twenty thousand; and, That the number of naval reservists, so employed during any fiscal year, together with the total number of enlisted men in the United States Navy, shall not exceed the total enlisted strength of the United States Navy authorized by law: *Provided further,* That such members

extended or hereafter shall extend his enlistment therein, he shall be entitled to the payment of the \$60 bonus provided in section 1406 of the Act entitled "An Act to provide revenue, and for other purposes," approved February 24, 1919, and to travel pay as authorized in section 3 of the Act entitled "An Act permitting any person who has served in the United States Army, Navy, or Marine Corps in the present war to retain his uniform and personal equipment and to wear the same under certain conditions," approved February 28, 1919: *Provided*, That only one bonus shall be paid to the same person.

SEC. 7. That hereafter enlistments in the Navy and in the Marine Corps may be for terms of two, three, or four years, and all laws now applicable to four-year enlistments shall apply, under such regulations as may be prescribed by the Secretary of the Navy, to enlistments for a shorter period with proportionate benefits upon discharge and reenlistment: *Provided*, That hereafter the Secretary of the Navy is authorized, in his discretion, to establish such grades and ratings as may be necessary for the proper administration of the enlisted personnel of the Navy and Marine Corps.

SEC. 8. That section 125 of the Act entitled "An Act for making further and more effectual provisions for the national defense, and for other purposes," approved June 3, 1916, shall hereafter be in full force and effect as originally enacted, notwithstanding anything contained in the Act entitled "An Act permitting any person who has served in the United States Army, Navy, or Marine Corps in the present war to retain his uniform and personal equipment and to wear the same under certain conditions," approved February 28, 1919: *Provided*, That the words "or the Secretary of the Navy" shall be inserted immediately after the words "the Secretary of War" whenever those words appear in section 125 of the Act approved June 3, 1916, hereinbefore referred to.

SEC. 9. That hereafter the Secretary of the Navy may, in his discretion, withhold any part or all of the retainer pay which may be due a member of the Naval Reserve Force where such members fail to perform such duty as may be prescribed by law for the maintenance of the efficiency of the Naval Reserve Force: *Provided*, That any money so withheld shall be credited to the appropriation for organizing and administering the Naval Reserve Force to be used for any purpose that the Secretary of the Navy may consider proper to increase the efficiency of the Naval Reserve Force: *Provided further*, That hereafter the minimum amount of active service required for the maintenance of the efficiency of the Fleet Naval Reserve shall be the same as for the Naval Reserve.

SEC. 10. That the age limits for promotion by selection, which under existing law, will become effective on June 30, 1920, are hereby deferred until June 30, 1921, in the cases only of those officers who may request such deferment.

Approved, June 4, 1920.

time of transfer: *Provided*, That officers so transferred to the Navy shall take rank therein in accordance with their rank while holding temporary rank: *Provided further*, That all officers transferred in accordance with sections 3 and 4 of this Act shall be placed in the staff corps of the Navy in such order as may be determined by a board of naval officers and approved by the Secretary of the Navy: *Provided further*, That no transfers or appointments made in accordance with sections 3 and 4 of this Act shall be made to a higher grade or rank than lieutenant in the Navy: *And further*, That officers appointed to the permanent grade in accordance with the foregoing sections who now hold permanent or permanent commissioned warrant rank in the Navy shall, if they thereafter fail professionally on examination for promotion, revert to such permanent warrant or permanent commissioned warrant status.

That officers appointed under any of the foregoing provisions be not more than thirty-five years of age when so appointed in the line of the Navy, Construction Corps, or Supply Corps; not more than forty-three years of age when so appointed as Chaplains, or to the Medical, Dental, or Civil Engineers: *Provided*, That said age limits shall be increased in the case of officers who have rendered prior service as paymaster's mates, or as warrant or commissioned officers in the United States Navy to the extent of all prior naval service: *Provided further*, That officers originally appointed to the Dental Corps above the grade of ensign shall be eligible for appointment and promotion in the Dental Corps irrespective of age: *And provided further*, That officers in the line of the Navy who are appointed thereto pursuant to the provisions of the Act of June 30, 1908, from sources other than the Naval Academy shall not be eligible for promotion by reason of age as prescribed by the Act of June 30, 1916 (Thirty-ninth Statutes, page 579), until they have completed ten years' service in the grade of lieutenant commander, or twelve years' service in the grade of commander, or eight years' service in the grade of captain, respectively, upon the completion of which they shall be eligible for promotion by reason of age, and provided further, That officers, if then ineligible for promotion by reason of age, shall be eligible for promotion in accordance with said Act: *And provided further*, That on or after June 30, 1923, promotions to lieutenant (junior grade)

extended or hereafter shall extend his enlistment to the payment of the \$60 bonus of the Act entitled "An Act to provide for the payment of a bonus to persons who have served in the United States Army, Navy or Marine Corps," approved February 24, 1919, and in section 3 of the Act entitled "An Act to provide for the payment of a bonus to persons who have served in the United States Army, Navy or Marine Corps," approved June 3, 1916, *Provided*, That only one bonus shall be paid to any person.

SEC. 7. That hereafter enlistments in the Army, Navy or Marine Corps may be for terms of two, three, or four years, and the provisions applicable to four-year enlistments shall also be applicable to three-year enlistments as may be prescribed by the Secretary of War, or the Secretary of the Navy, or the Secretary of the Marine Corps, for a shorter period with proportionate benefit: *Provided*, That hereafter the Secretary of War, or the Secretary of the Navy, or the Secretary of the Marine Corps, may be authorized, in his discretion, to establish such enlistments as may be necessary for the proper administration of the personnel of the Army, Navy and Marine Corps.

SEC. 8. That section 125 of the Act entitled "An Act to provide for the payment of a bonus to persons who have served in the United States Army, Navy or Marine Corps," approved June 3, 1916, be amended so that the words "or the Secretary of the Navy" shall be inserted immediately after the words "the Secretary of War," wherever those words appear in section 125 of the Act of June 3, 1916, hereinbefore referred to.

SEC. 9. That hereafter the Secretary of the Navy, in his discretion, withhold any part or all of the pay of a member of the Naval Reserve Force who is called to perform such duty as may be prescribed by the Secretary of the Navy, and the money so withheld shall be credited to the member of the Naval Reserve Force for the purpose of increasing the efficiency of the Naval Reserve Force. That hereafter the minimum amount of pay for a member of the Naval Reserve Force shall be the same as for the Naval Reserve.

SEC. 10. That the age limits for postponement of military service under existing law, will become effective and shall be deferred until June 30, 1921, in the case of any person who may request such deferment.

Approved, June 4, 1920.

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